COMPREHENSIVE
PLAN
REPORT

COMMERCIAL STUDY

7

DEPARTMENT OF COMMUNITY DEVELOPMENT — GAINESVILLE, FLORIDA

COMMERCIAL STUDY

Planning Division, Department of Community Development
Gainesville, Florida
September, 1969

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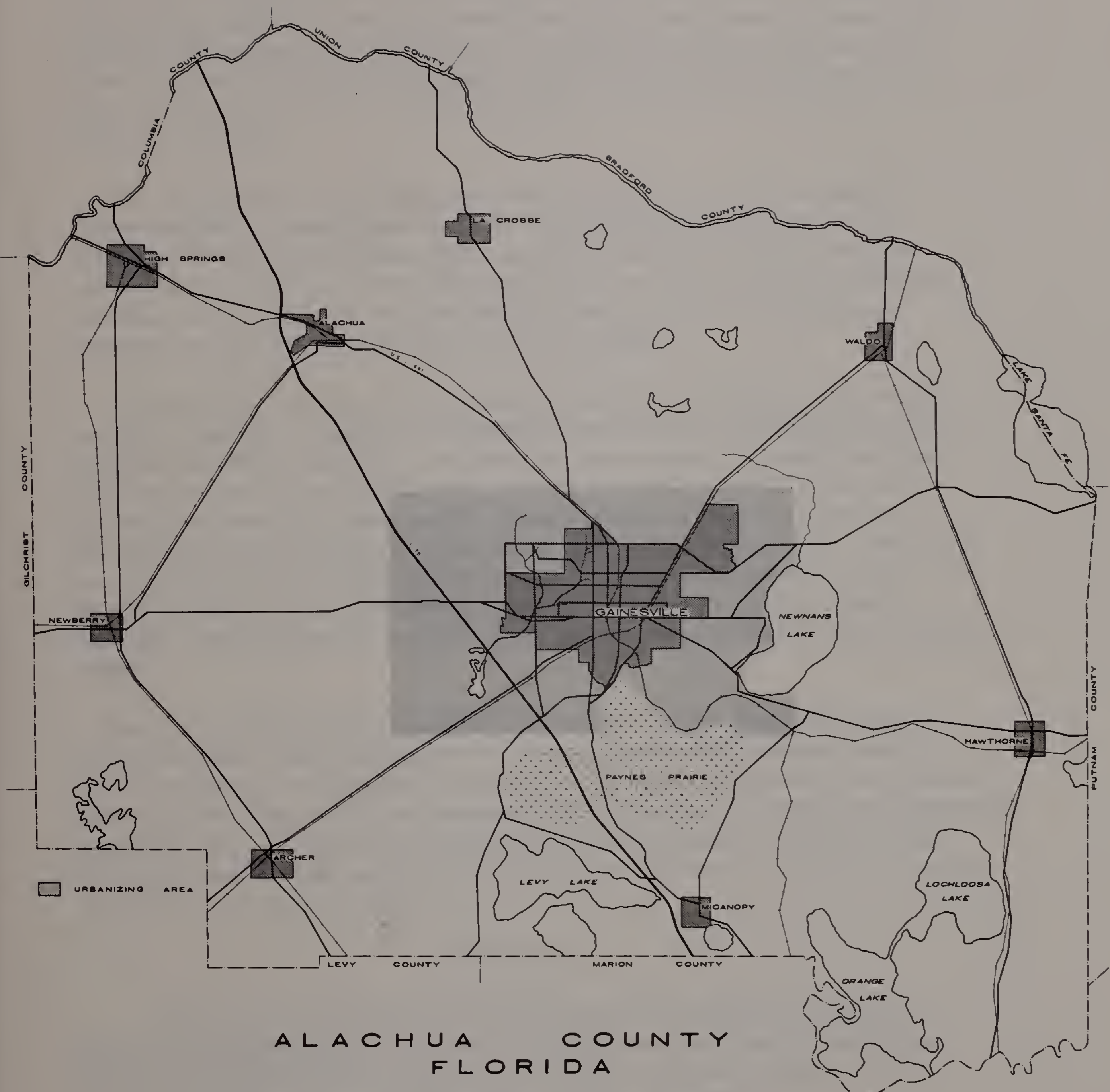
ABSTRACT:	Review of population and economic growth trends and projections to 1980. Market analysis delineating the trade area and projecting commercial dollar sales and commercial land use needs for the forthcoming decade. Analysis of existing commercial land use and commercial zoning. Analysis of Downtown's problems and recommendations for same. Discussion of strip commercial development verses planned shopping centers. Goals and principles for future commercial development. Preliminary commercial land use planning with specific discussions and illustrations for improving the socio-economic welfare of several commercial districts and planned shopping centers in the Gainesville Urban Area. The proposed Commercial Land Use Plan and a summary of recommendations

TABLE OF CONTENTS

TABLE OF CONTENTS
(Continued)

LIST OF TABLES

LIST OF ILLUSTRATIONS



ALACHUA COUNTY
FLORIDA

INTRODUCTION

Growth in commercial land use in the Gainesville Urban Area has followed a familiar pattern common to many cities. As an agricultural trading center for a fairly wide region, the commercial land use pattern which evolved was characterized by a tightly developed central core area (now generally known as the Central Business District or CBD) where the farmers from outlying areas could come into town and shop for a variety of goods in a relatively small area. The hub of this core area was the County Courthouse, which served as the focal point for the area.

The coming of the automobile led to the now familiar "strip" commercial pattern radiating outward from the CBD along the major traffic arteries, as merchants tried to capture some of the available dollars before they reached "downtown". This trend was accentuated by the growth of commercial activities on major streets adjoining and eventually filling-in along the major streets between the CBD and the University of Florida campus.

The automobile also gave rise to another post-war phenomenon, the shopping center. However, unlike many communities wherein the shopping center developed far out into the suburbs in the center of new residential growth, the first shopping centers in Gainesville were located just outside the CBD (such as the Gainesville Shopping Center and the Murphrys Center). More recently new centers have located farther out from the center, but frequently with overlapping service areas with existing commercial areas. Another characteristic of the recent commercial growth has been a proliferation of the strip developments, especially food and service establishments catering in large part to today's mobile student.

Special emphasis and recommendations included in this study are made for the development and redevelopment of existing commercial problem areas as well as standards and principles to guide future commercial growth. The graphical product of this study and its recommendations is known as the Preliminary Commercial Land Use Plan. This plan will designate anticipated potential "best areas" for future commercial development based upon the analysis and conclusions presented within this and previous studies.

Definitions

Note should be taken of the following terms of reference in this study.

Central Business District: is that area containing the retail core as well as the financial and administrative centers of the region. For the purposes of this study, it is that area shown in Illustration 10 on page 29 .

Effective Buying Income: is gross income minus taxes.

Gross Leaseable Area: is the total floor area designed for tenant occupancy and exclusive use, expressed in square feet and measured from the centerline of joint partitions and from outside wall faces - abbreviated GLA.

Shopping Center: is a group of commercial establishments, planned, developed, and managed as a unit related in location, size, and type of shops to the trade area that the unit serves. It provides on-site parking in definite relationship to the types and sizes of stores.

Shopping Districts: are miscellaneous collections of individual stores on separate parcels of land strung along thoroughfare frontages or clustered in a contiguous area with or without incidental off-street parking.

Strip Commercial Development: consists of generally unrelated tracts of continuous commercial development strung out along thoroughfares.

Trade Area: is that area from which is obtained the major portion of the continuing patronage necessary for steady support of the shopping area under consideration.

Major Assumptions

While preparing any document which deals with the future, certain conditions must be assumed upon which a meaningful analysis can be based. More specifically, for the purposes of this study, the following conditions were assumed as given and that they would not change significantly during the planning period to 1980.

1. No world war or prolonged crises will upset the economy.

2. The Urban Area population will equal or exceed forecast growth.

3. Income levels and purchasing power will continue to increase consistently as in the past.

4. Citizen concern for community problems will continue.

5. No major change will occur in consumer shopping habits. For example, the relative importance of mail order retail sales will not change significantly.

URBAN AREA GROWTH

A brief summary and analysis of existing and past trends of growth in the Urban Area is introductry in nature but can also serve as a basis for future commercial land use planning. An overview of Urban Area population trends, dwelling unit construction, and the economic base will specifically be presented in the following sections. More detailed analysis of existing and anticipated Area population and economic base are found in studies recently completed by the Department of Community Development.

Population

The amount of future commercial land use will be determined by two factors: the number of people to be served and the amount of money they have to spend.

The Urban Area has exhibited a steady growth since the end of World War II when returning servicemen, armed with the G. I. Bill, gave a sharp upward impetus to enrollment at the University of Florida. In 1936 the total population of the Urban Area was about 36,000. By 1960 it was estimated at more than 53,000, and today it is estimated to be in excess of 82,000.[4a*] Of this amount almost 20,000 are students enrolled at the University. About 13,000 of the 1960 population of 53,000 were students.[4c] The projections of future population range from 115,000 to 120,000 by 1980.[4f] The general population estimates and projections as well as other characterists are set forth in the Population Study[4c] and the Economic Base Study.[4f]

Another prime consideration of commercial land use is the intensity of development, particularly the density of residential development. In this regard the urban area is, generally speaking, typical of most cities with the highest densities near the center and decreasing densities radiating outward. A good illustration of this is the fact that the approximate density of Gainesville before the large annexation in 1962 was 7.32 persons per square mile, but only 3.48 afterwards.[4g] There are exceptions to this general pattern such as the higher intensity caused by the grouping of apartments around the University and smaller clusters of higher density scattered throughout the Urban Area. Several clusters are represented by the mobile home developments, particularly along Archer Road.

Dwelling Unit Construction

Dwelling unit construction serves as a good indicator of the location of future community facility needs and commercial expansion potential. By examining Illustration No. 2, it is apparent that the most recent growth has taken place in

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* Note: Numbers to refer to reference sources which are listed in the Appendix.

the residential northwest and in the southwest near the University of Florida. Most of the dwelling units built in the latter area are apartments. Other significant growth has occurred in the areas where the new public housing has been constructed.

Economic Base

Gainesville's title as the "Universtiy City" is very appropriate because the University of Florida provides the principle foundation for the economy of the area. It has long provided stability to the economy, even in times when other areas were experiencing economic difficulties. Growth of the University has been closely tracked by overall growth in the community.

Prospects for the immediate future are for a continuation of this growth. One projection, perhaps slightly optimistic, is for enrollment to reach 34,501 by 1980.* Previous studies in this series forecast an enrollment of 31,000 by that date.

The University is only one source of governmental employment. Others are the Sunland Training Center with around 1,100 employees, the Alachua County Public School District, the City of Gainesville and Alachua County, and the Federal Government (with postal employees, the Veterans Hospital, various research programs at the University and the U. S. Department of Agriculture). In total, government at various levels is by far the largest employer in the area.

Other base employment is provided by the manufacturing industry, led by the General Electric Plant at Hague and by Sperry Rand. However, less than ten (10) percent of all resident employment is in this category.

The second largest type of employment is in services. Approximately 21 percent of all resident employment is in the general category of services, excluding education (which amounts to about 24 percent alone) and private household workers. Another 16 percent are employed in retail trade. All service employees, including education and private household workers account for 50 percent of the resident employment.

Finally, agriculture and forestry continues to play an important part in the local economy, not so much in terms of the number of people employed, which has diminished over the years, but in terms of the value of the produce grown and marketed. The latter has steadily grown over the years with different farm products assuming the leading role. It is expected that the Gainesville Urban Area will continue in its historical role as the center for this agricultural region.

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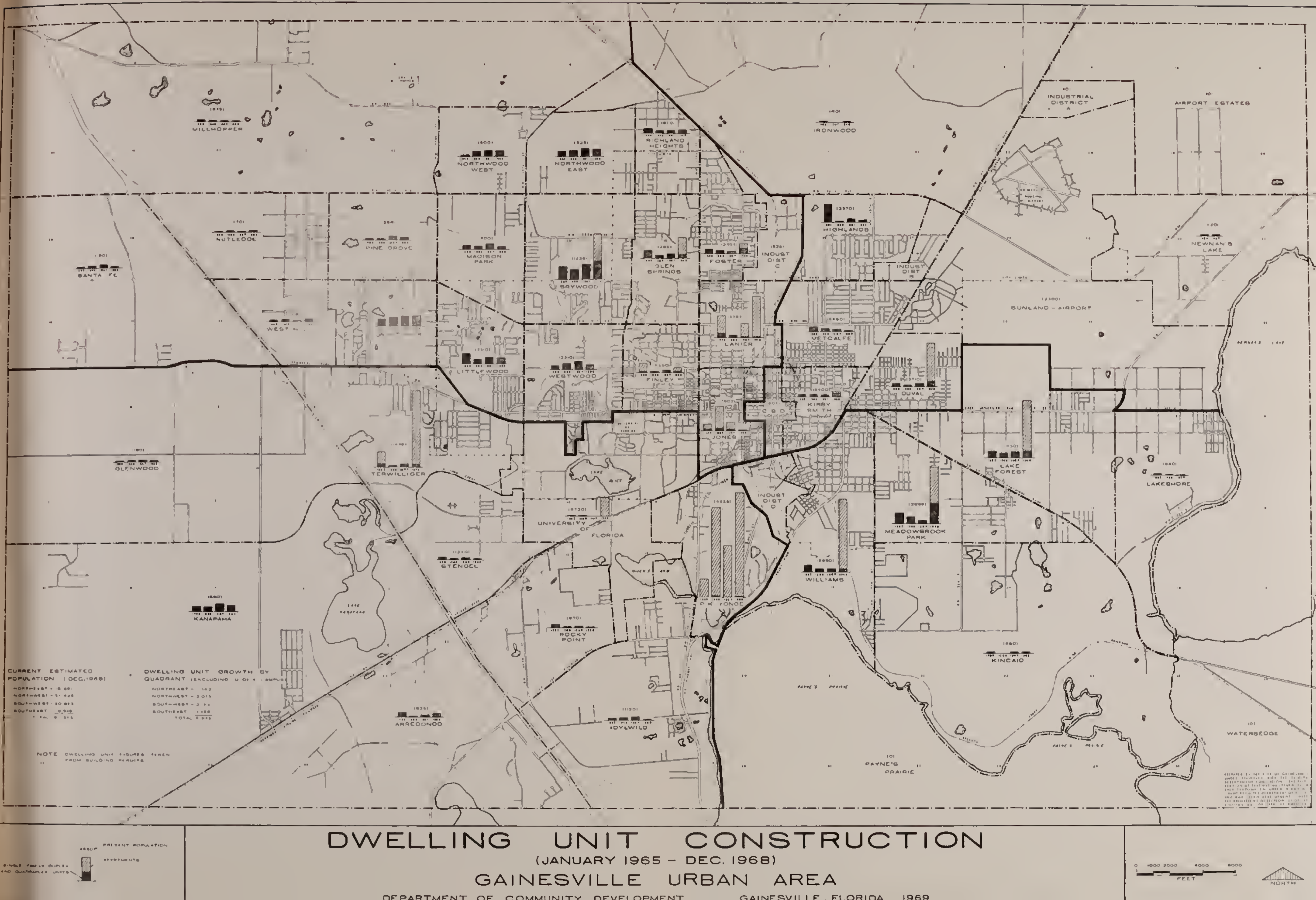
* University of Florida Bureau of Business and Economic Research projection.



DWELLING UNIT CONSTRUCTION

(JANUARY 1965 - DEC. 1968)

GAINESVILLE URBAN AREA

DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969

Without supportative evidence to the contrary, it is assumed that the established growth trends of the past will continue in the immediate future. These include an expanded growth at the University and Medical Center, a parallel growth in service industries and in local government, and a proportionate increase in the manufacturing segment. There is some evidence that a growing labor supply, coupled with an active promotional program, will undoubtedly result in an increase in the latter sector eventually. Government, especially education and services are likely to continue to be the basic foundation of the economy in the immediate years ahead.

MARKET ANALYSIS

The market analysis is undoubtedly the most critical section of a commercial land use study. This section outlines the present and probable quantity of future commercial land use needed. The results of the market analysis should give logical answers to such questions as: "How much commercial floor space and land area will be needed during the planning period;" and, "What kind of commercial activities have potential for future expansion?" The answers to these and other questions along with certain adopted goals and policies for the community will help shape the Preliminary Commercial Land Use Plan.

The income and spending habits of university students, particularly residents of group quarters, differs substantially from the typical urban area household. Therefore, the estimated income of group quarters residents was deducted from the total Urban Area income and expenditures, and later combined for the totals used in the preliminary plan.

The commercial base of the Gainesville Urban Area is second only to the Jacksonville Area in north central Florida. The Gainesville Urban Area presently has approximately 36 acres of gross leaseable building area in commercial developments in shopping centers with an additional 56 acres of commercial building area located outside the shopping centers. This latter floor area is located in strip and scattered areas.

Trade Area

Although it is impossible to precisely define within the limited resources of this study, the Urban Area's commercial sphere of influence lies approximately in an area bounded by the communities of Ocala, Cedar Key, Mayo, Lake City, Lawtey, Starke, Keystone Heights, and Palatka (see Illustration No. 3). This conclusion is based upon local newspaper circulation and trading areas of the larger department stores. Up-to-date information concerning the total number

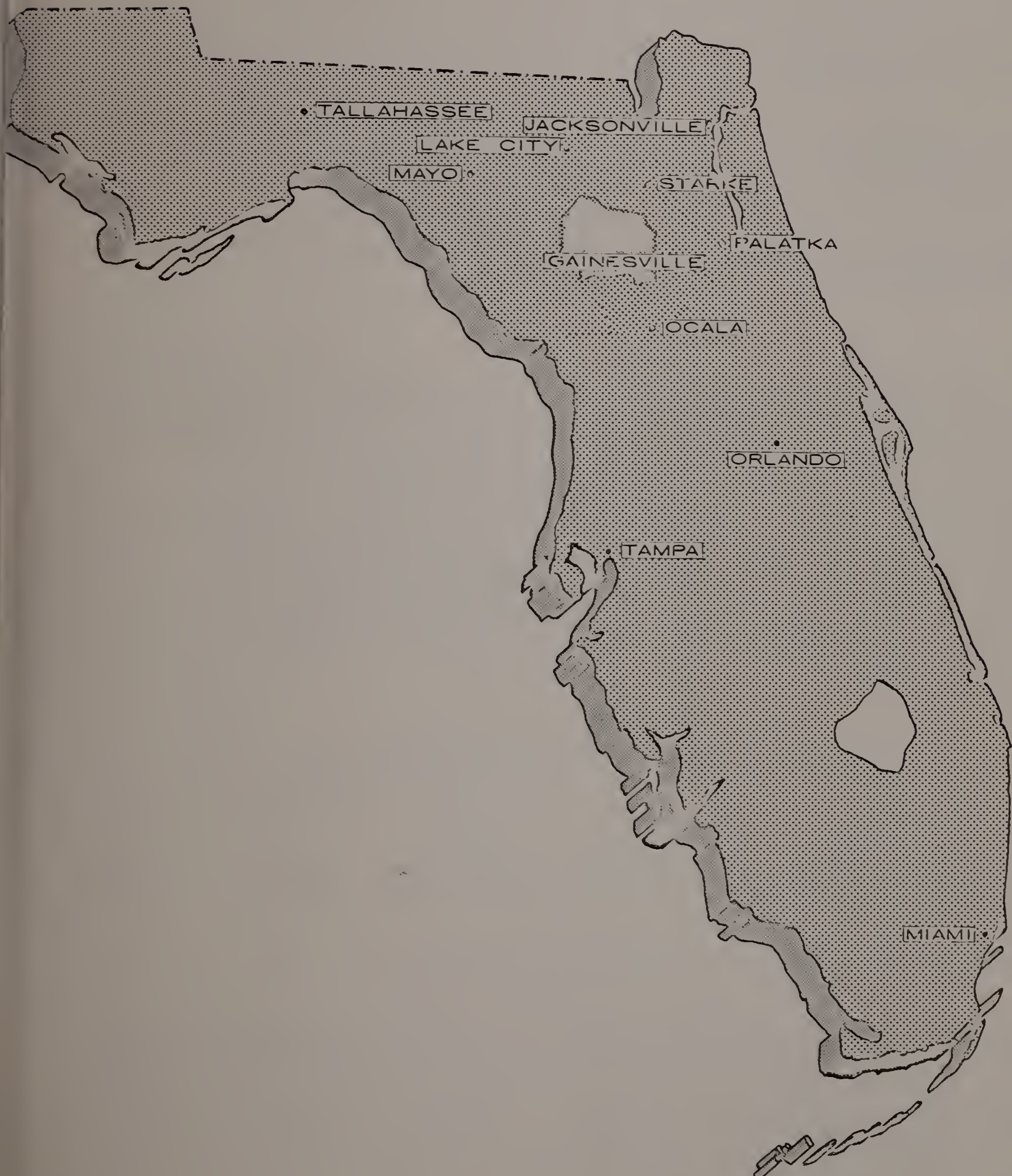
TABLE 1
OUT - Of - TOWN SHOPPING
BY GAINESVILLE RESIDENTS

PERCENT OF PERSONS SURVEYED WHO SHOPPED IN VARIOUS AREAS

Out of Town Shopping Area	Groceries %	Drugs %	Light Appliances %	Dress Clothing %	Work Clothing %	Sports Clothing %	Furniture %	Television Sets %	Auto Repairs %	Auto Purchase %	Heavy Appliance %
Alachua County outside of Gainesville	-	-	-	.20	-	-	.4	.2	1.0	1.2	.2
Jacksonville, St. Augustine, Daytona Beach	1.21	.6	2.22	8.3	1.8	1.6	5.0	1.8	2.6	4.6	1.3
Miami, Ft. Lauderdale, West Palm Beach	-	.2	1.61	2.6	.8	.8	.8	1.8	.8	3.4	2.2
Ocala	.2	-	.20	.8	.4	-	1.4	.2	.4	1.0	.4
Orlando	.2	-	1.21	2.6	.8	.6	1.2	1.0	.8	2.6	1.4
Tampa-St. Petersburg, Lakeland	-	.2	.20	1.2	.2	1.0	.4	.6	1.2	2.6	.6
Sarasota, Bradenton, Ft. Meyers	-	-	-	.2	.2	.2	-	-	.2	.6	-
Tallahassee, Pensacola	.2	-	.20	.2	.2	.1	.2	.4	.4	.3	.4
Out of State	-	.2	1.61	2.0	2.0	2.0	1.0	.8	-	2.3	1.0
% of total resident dollars available for various products spent out of town.	1.18	0.83	6.25	11.16	5.02	5.10	6.97	6.10	5.77	17.55	4.67

Illustration 3

GAINESVILLE REGIONAL TRADE AREA



of persons within the trade area is non-existant because the latest census of the areas within the regional trade area was done in 1960.

Although Gainesville presently serves a large north central Florida region, a survey conducted by the Department of Community Development in April of 1967 showed that some Gainesville residents depend upon other commercial centers outside the Gainesville Urban Area for certain types of shopping. Table No. 1 shows this relationship.

It is seen from the table that much of the clothing, appliances, and automobiles purchased by Gainesville residents are bought outside Gainesville. In 1967 approximately 5.6 million dollars was spent outside Gainesville for the eleven retail items listed in the table. However, the following analysis shows that many more retail and service dollars are coming into the Urban Area than are leaving the Area.

Urban Area Income

The most basic estimate in a quantative analysis is the estimate of the income of the study area's population. As was explained previously, separate estimates were made for residents of households and persons living in group quarters. The year 1967 is used as the base year, because it is the most recent year for which reliable data is available. The average household income estimates and projections for 1967, 1975 and 1980 were prepared in the Economic Base Study[4f] for the Gainesville Urban Area. The estimated and projected incomes of University of Florida students living in group quarters were based on data taken from a study of University student income and expenditures conducted by a class of marketing students under the direction of members of the University of Florida faculty.[10]

TABLE 2
AVERAGE INCOME ESTIMATES AND PROJECTIONS

	1967	1975	1980
Average Household Income in Urban Area	$7,965	$9,614	$10,287
Average Household Income for Alachua County	7,360	9,111	9,891
Average County Household Income Outside Urban Area	5,597	6,771	7,245
Average Income per Student in Group Quarters	1,800	2,480	2,840

Source: DCD, Economic Base Study.

Urban Area Income Distribution

The way in which an income unit (household, family, student, etc.) expends its dollar for current consumption is affected by several factors such as the amount of income, age of the income unit, geographical location of the income unit, number of members in the income unit, social and economic trends, and by several other factors. Income distribution estimates for Urban Area households were derived from the United States Department of Labor data for the Southern Region.[5] Income distribution estimates for group housing (at University of Florida) were from the University of Florida's Student Income and Expenditure Study[10] which was conducted in 1967.

TABLE 3
1967 URBAN AREA HOUSEHOLD AND GROUP QUARTERS INCOME DISTRIBUTIONS

	Households	Group Quarters
Average Income 1967	$7,965	$1,800
Taxes	-828(10.4%)	-25 (1.4%)
Effective Buying Income	100.00%	100.00%
Food, Total	22.8	29.2
Tobacco	1.9	1.4
Alcoholic Beverages	1.0	1.9
Housing, Total	27.6	30.8
Clothing, Clothing Materials Services	11.2	7.8
Personal Care	3.2	2.7
Medical Care	6.5	3.8
Recreation	4.1	7.1
Reading	0.8	1.0
Education	1.2	5.6
Transportation	17.7	7.9
Other Expenditures	2.0	0.8
Totals	100.00%	100.00%

Source: U. S. Bureau of Labor Statistics and Student Income and Expenditures study.

Urban Area Retail Sales and Service Potential

The percentage distribution of disposable income (income after taxes) in the above table can further be divided into commercial and non-commercial expenditures. By separating non-commercial expenditures (using a more detailed breakdown than shown above) such as rent and utilities from the total disposable income distribution, it was found that the average Urban Area household spends approximately 70 cents of its disposable dollar for retail sales and services.

Students in group quarters spend somewhat less of their disposable dollar on retail sales and services, spending about 59 cents of each disposable dollar for retail sales and services.

Examination of Table 4, "1967 Commercial Market Analysis" indicates that there are six major business groups in which the various business types are found. The first four business groups - "convenience", "service", "comparison", and "others" are generally considered compatible with shopping center development. "Automotive" and "miscellaneous" business groups are generally located in strip and scattered commercial areas. The use of these criteria along with projections of future available income for retail sales and services will provide a quantative basis for the Preliminary Commercial Land Use Plan and recommendations.

Further examination of Table 4 indicates that the Gainesville Urban Area is retaining approximately 128% of its total available retail sales and service dollar (Column 7). The preceding figure of 128% means that the estimated total amount (Sales Management estimate) of dollars spent for retail sales and services in the Urban Area (includes sales to tourists, businessmen, and to trade area residents living outside the Urban Area) was 28 percent greater than the estimated amount of dollars actually available for retail sales and services from Urban Area Residents.

The percentages in Column 7 seem logical except for the estimate for auto dealers (154%), which seems high. Table 1 on page 7 indicates that about 17.5 percent of the dollars available for auto purchases by local area residents went to concerns outside the Gainesville Urban Area. Therefore, an extremely large expenditure for automobiles from outside residents would have been necessary to reach the 154% figure. Since many of the small towns in the trade area do not have auto dealerships, this could well be the case though. The other percentages in Column 7 confirm the general belief that Gainesville Area commercial establishments, taken as a whole, serve as a regional commercial center, although a small percentage of Area residents still prefer shopping elsewhere for certain selected purchases.

The 1975 and 1980 Markets

Estimates of the amounts of income available to Urban Area businessmen in 1975 and 1980 for retail sales and services are based upon several assumptions:

1. That Urban Area population will continue to grow steadily from an estimated 75,500 persons in 1967 to 120,340 persons in 1980.[4f]

2. That real personal income will continue to increase during the planning period.

TABLE 4
1967 COMMERCIAL MARKET ANALYSIS

Total Income before Taxes	$ 183,335,000
Taxes	-17,767,000
Total Income after Taxes	165,568,000
Income Available for Retail Sales and Services	114,251,000

Business Groups	Business Types	Estimated Urban Area Income Available for Retail Sales and Services Households and Group Quarters		Sales Management Estimate of Retail Sales & Census of Business Estimate of Dollars Spent for Serv. in the Urban Area	Theoretical Dollars coming into the Urban Area	Percent of Available Dollars Retained in the Urban Area
(1)	(2)	(3)	(4)	(5)	(6)	(7)
		%	$	$	$	%
Convenience	Food	21.1	24,023,000	* 29,694,000	5,671,000	124
	Drugs	3.9	4,442,000	4,146,000	- 296,000	94
	Hardware	1.9	2,128,000	* 2,022,000	- 106,000	95
	Liquor	1.4	1,655,000	* 2,052,000	397,000	124
	Subtotal	28.2	32,248,000	37,914,000	5,666,000	118
Service	Personal Serv.	4.5	5,191,000	6,700,000	1,509,000	129
	Minor Repair	0.9	1,064,000	750,000	- 314,000	70
	Subtotal	5.4	6,255,000	7,450,000	1,195,000	121
Comparison	Gen Merch.	11.3	12,919,000	20,061,000	7,142,000	155
	Apparel	7.0	7,963,000	9,173,000	1,210,000	115
	Furn. & Appl.	5.1	5,826,000	7,998,000	2,172,000	137
	Eating&Drinking	6.2	7,054,000	8,394,000	1,340,000	119
	Subtotal	29.6	33,762,000	45,626,000	11,864,000	135
Others	Specialty Stores, Art Dealers, Jewelry Stores, Pet Shops, etc. not covered under other groupings	6.6	7,564,000	9,568,000	2,004,000	127
	Subtotal	6.6	7,564,000	9,568,000	2,004,000	127
Automotive	Sales & Acces.	15.5	17,725,000	27,372,000	9,647,000	154
	Auto Repairs	1.7	1,937,000	* 2,983,000	1,046,000	154
	Gas Stations	5.4	6,160,000	8,938,000	2,778,000	145
	Subtotal	22.6	25,822,000	39,293,000	13,471,000	152
Mis.	Lumber, Building Mat., & Farm Equip.	3.7	4,149,000	* 2,993,000	- 1,156,000	72
	Comm. Rec.	2.9	3,280,000	1,375,000	- 1.905,000	42
	Hotel, Motel	1.0	1,171,000	2,525,000	1,354,000	216
	Subtotal	7.6	8,600,000	6,893,000	- 1,707,000	80
TOTALS		100.0	114,251,000	146,744,000	32,493,000	128

* Planning Division estimate based upon Sales Management data.

Column Explanations

Column	
1	Major groupings of commercial business types. The business types found in the "convenience", "service", "comparison", and "others" business groups are generally compatible with and best located in planned shopping centers. "Automotive" and "miscellaneous" business groups are incompatible with Shopping Center Developments and usually locate in "strip" or "scattered" commercial areas.
2	The major retail and service business types.
3	Average distribution of the Urban Area retail sales and service dollar based upon Bureau of Labor Statistics for the Southern Region and the University of Florida's Student Income and Expenditure study.
4	Estimated dollars available from Urban Area residents for expenditures in the various business types listed.
5	Sales Management's Survey of Buying Power estimates of actual retail sales and the Census of Business estimate of dollars spent for service in the Urban Area. Note: Copyright 1968, Sales Management, Survey of Buying Power; further reproduction is forbidden.
6	Column 5 minus column 4.
7	Column 5 divided by column 4.

3. That the portion of a person's effective buying income spent on retail sales and services will continue approximately the same.

4. That the Gainesville Urban Area will strengthen its position as the major commercial center of north-central Florida.

The projections of Urban Area retail sales and service dollars for 1975 and 1980 are based upon the assumption that the Gainesville Urban Area will continue to serve a larger market area. That is, instead of capturing 128% of the Area's available dollars for retail sales and services, Urban Area commercial establishments will capture 133% and 135% of its residents' available retail and service dollars by 1975 and 1980, respectively.*

As is indicated in Table 5, the Gainesville Urban Area is expected to have a total effective buying income (gross income minus taxes) of $236,899,000 in 1975. Of this $161,402,000 will be available from Area residents for retail sales and services. Since the projected amount of retail sales and service dollars to be captured in the Urban Area is $213,947,000 (based on 133% of available retail and service dollars), approximately 52 million retail and service dollars will be netted by the Urban Area from sources outside the Area.

The methodology stated in the preceeding paragraph holds true for the 1980 retail sales and service projections. Of the projected $300,668,000 of disposable income for the Urban Area in 1980, $205,387,000 is expected to be locally available for retail sales and services. The Urban Area commercial establishments will capture a total retail and service volume equal to 135% of the local available dollars, or $277,102,000. This indicates that by 1980 Urban Area commercial establishments should be netting approximately $72,000,000 more than the available local retail and service dollars of Urban Area residents.

Theoretically, the Gainesville Urban Area would only require a total of 340.3 acres and 411.8 acres to satisfy its 1975 and 1980 commercial land needs, respectively, if all previous commercial development had efficiently used the land which it now occupies. In reality, however, the existing land to building ratio for all commercial development is about 6.3:1 (See Table 9 on page [illegible]) versus the 3.0:1 ratio used in modern shopping centers. Several apparent reasons contribute to the low intensity use of existing commercial land in Gainesville:

1. Approximately 77% of existing commercial land is in strip and scattered locations, generally associated with wasteful and inefficient land use.

2. Many commercial establishments exist in buildings once built for residential purposes with a lower intensity of development.

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* Planning Department estimates.

TABLE 5
1975 COMMERCIAL PROJECTIONS

Total Income Before Taxes	$ 264,996,000
Taxes	-28,097,000
Total Income After Taxes	236,899,000
Income Available for Retail Sales & Services	161,402,000

Business Groups	Business Types	Estimated Urban Area Income Available for Retail Sales and Services		Percent of Available Dollars Expected to be captured in Urban Area	Retail and Service Dollars Expected to be spent in Urban Area in 1975	Increase Expected in Retail Salesand Services 1967-75	Annual Dollar volume per sq. foot of Gross leasable Area Standard	Estimated Floor Area Increase needed by 1975		Expected Parking to Building Ratio for Future Development	Estimated Increase in Parking Needs by 1975	Expected Increase in Parking & Building Land Use by 1975
(1)	(2)	(3)		(4)	(5)	(6)	(7)	(8)		(9)	(10)	(11)
		%	$	%	$	$	$/sq.ft.	sq.ft.			acres	acres
Convenience	Food	21.1	34,082,000	130	44,307,000	14,613,000	96	152,000				
	Drugs	3.8	6,162,000	100	6,162,000	2,016,000	63	32,000	5.1 acres	3:1	15.3	20.4
	Hardware	1.8	2,860,000	100	2,860,000	838,000	31	27,000				
	Liquor	1.5	2,484,000	120	2,981,000	929,000	86	11,000				
	Subtotal	28.2	45,588,000	124	56,310,000	18,396,000		222,000				
Service	Personal Serv.	5.2	8,232,000	130	10,702,000	4,002,000	34	118,000	3.0 acres	3:1	9.0	12.0
	Minor Repair	0.9	1,430,000	80	1,144,000	394,000	34	12,000				
	Subtotal	6.1	9,662,000	123	11,846,000	4,396,000		130,000				
Comparison	Gen Merch.	11.4	18,439,000	155	28,580,000	8,519,000	60	142,000				
	Apparel	7.1	11,435,000	120	13,722,000	4,549,000	60	76,000	8.2 acres	3:1	24.6	32.8
	Furn. & Appl.	5.0	8,021,000	140	11,229,000	3,231,000	53	59,000				
	Eating&Drinking	6.4	10,257,000	125	12,821,000	4,427,000	55	80,000				
	Subtotal	29.9	48,152,000	138	66,352,000	20,726,000		357,000				
Others	Speciality Stores, Art Dealers, Jewelry, Pet Shops, etc. not covered under other groupings	6.4	10,269,000	130	13,350,000	3,782,000	50	76,000	1.7 acres	3:1	5.1	6.8
	Subtotal	6.4	10,269,000	130	13,350,000	3,782,000		76,000				
Automotive	Sales & Acces.	15.0	24,100,000	155	37,355,000	9,983,000	35	285,000				
	Auto Repairs	1.7	2,725,000	155	4,224,000	1,241,000	35	35,000	10.0 acres	2:1	20.0	30.0
	Gas Stations	5.3	8,697,000	150	13,046,000	4,108,000	35	117,000				
	Subtotal	22.0	35,522,000	154	54,625,000	15,332,000		437,000				
Misc.	Lumber, Building Mat, & Farm Equipment	3.4	5,578,000	85	4,741,000	1,748,000	40	44,000	1.0 acres	2:1	2.0	3.0
	Comm. Rec.	2.9	4,914,000	60	2,948,000	1,573,000	*	*		*	*	*
	Hotel, Motel	1.1	1,716,000	220	3,775,000	1,250,000	*	*		*	*	*
	Subtotal	7.4	12,208,000	94	11,464,000	4,571,000		44,000				
TOTALS		100.0	161,402,000	133	213,947,000	67,203,000		1,266,000/29.0 acres			76.0	105.0

Note: All projections of income and income distribution are by the Planning Division.
* Not Applicable

TABLE 6
1980 COMMERCIAL PROJECTIONS

Total Income Before Toxes	$ 337,684,000
Taxes	- 37,016,000
Tatol Income After Toxes	300,668,000
Income Available far Retoil Sales & Services	205,387,000

Business Groups	Business Types	Estimated Urban Area Income Avoiloble far Retoil Soles & Services		Percent af Avoilable Dollars Expected ta be spent in Urbon Areo in 1980	Retail and Service Dallors Expected to be spent in Urban Areo in 1980	Increase Expected in Retoil ond Services 1967-80	Annual Dallar volume per sq. faat of Grass leosable Areo Stondord	Estimoted Floor Areo Increose needed by 1980		Expected Porkingto Building Rotio for Future Development	Estimoted Increose in Parking needs 1967-80	Expected Increose in Porking & Building Lond Use by 1980
(1)	(2)	(3)		(4)	(5)	(6)	(7)	(8)		(9)	(10)	(11)
		%	$	%	$	$					Acres	Acres
	Food	21.1	43,333,000	130	56,333,000	26,639,000	96	278,000				
	Drugs	3.8	7,874,000	105	8,268,000	4,122,000	63	65,000	9.7			
Convenience	Hardwore	1.8	3,680,000	105	3,864,000	1,842,000	31	59,000	acres	3:1	29.1	38.8
	Liquar	1.5	3,119,000	125	3,899,000	1,847,000	86	22,000				
	Subtatol	28.2	58,006,000	125	72,364,000	34,450,000		424,000				
Service	Persanal Service	5.0	10,232,000	132	13,506,000	6,806,000	34	200,000	5.2			
	Minar Rep.	0.9	1,804,000	90	1,624,000	874,000	34	26,000	acres	3:1	15.6	20.8
	Subtatal	5.9	12,036,000	126	15,130,000	7,680,000		226,000				
	Gen Merch.	11.3	23,371,000	157	36,692,000	16,631,000	60	277,000				
	Apparel	7.1	14,501,000	125	18,126,000	8,953,000	60	149,000	16.1			
Comparison	Furn. & Appl.	5.0	10,265,000	140	14,371,000	6,373,000	53	120,000	acres	3:1	48.3	64.4
	Eating & Drinking	6.3	12,973,000	130	16,865,000	8,471,000	55	154,000				
	Subtatal	29.7	61,110,000	141	86,054,000	40,428,000		700,000				
Others	Speciality Stares Art Dealers, Jewelry Stores, Pet Shaps, etc. not cavered under ather graupings	6.4	13,179,000	135	17,792,000	8,224,000	50	164,000	3.8 acres	3:1	11.4	15.2
	Subtatal	6.4	13,179,000	135	17,792,000	8,224,000		164,000				
	Sales & Acces.	5.1	30,922,000	155	47,929,000	20,557,000	35	587,000				
Automotive	Auto Repair	1.7	3,470,000	155	5,379,000	2,396,000	35	69,000	20.4	2:1	40.8	61.2
	Gos Statians	5.4	11,069,000	155	17,157,000	8,219,000	35	235,000	ocres			
	Subtatal	22.2	45,461,000	155	70,465,000	31,172,000		891,000				
	Lumber, Build-Mat & Form Equipment	3.5	7,176,000	88	6,315,000	3,322,000	40	83,000	2.0 acres	2:1	4.0	6.0
Misc.	Comm. Rec.	3.0	6,175,000	65	4,014,000	2,639,000	*	*		*	*	*
	Hatel, Matel	1.1	2,208,000	225	4,968,000	2,443,000	*	*		*	*	*
	Subtatal	7.6	15,559,000	98	15,297,000	8,404,000		83,000				
TOTALS		100.0	205,387,000	135	277,102,000	130,358,000		2,488,000/57.2 ocres			149.2	206.4

Note: All prajections af income and income distributian are by the Planning Division.
* Nat Applicable

3. The overall character of Gainesville is associated with less intense land development.

It is expected that some of the existing 578 acres of commercial land use will become more intensely used when replacement of existing structures becomes necessary. However, projected commercial land needs for 1975 and 1980 will be based upon anticipated increases in retail and service dollars in the Urban Area. Columns 6-11 in Tables 5 and 6 indicate how much additional retail sales and service dollars, gross floor area, parking area, and commercial land will be needed by 1975 and 1980, respectively.

EXISTING COMMERCIAL DEVELOPMENT

Analysis of Present Commercial Land Use and Zoning

Preliminary to the planning stage is the examination of existing commercial land use and commercial zoning. The following sections will give detailed descriptions of major problems confronting commercial growth and their affect upon the community as a whole. By examining existing commercial patterns, trends, and problems, it is hoped that realistic recommendations can be made later in this study to implement the establishment of a healthy and attractive commercial base in Gainesville.

Examination of Tables 7 & 8 reveal the following facts:

a. Existing commercial zoning	1,886.0 acres
b. Non-commercial zoning (which allows commercial)	2,988.8 acres
Total allowing commercial	4,874.8 acres
c. Existing commercial land use (developed)	578.0 acres

The Land Use Analysis for the Gainesville Urban Area shows that a substantial surplus of land exists in most of the commercial zoning categories.[4d] This is indicated by Table 7.

TABLE 7
EXISTING COMMERCIAL ZONING AND LAND USE

Zoning Category	Used	Vacant	Zoning Total
City AP	0.00 acres	11.96 acres	11.96 acres
City BP	19.54	52.50	72.04
City BU	-	-	-
City BI-1	0.36	0	0.36
City BI-2	12.90	0.42	13.32
County BR	42.79	100.71	143.50
City BR-1	7.66	0	7.66
City BR-2	124.01	22.11	146.12
City SC	99.67	163.09	262.76
County BA	8.86	78.32	87.18
City BA-1	121.27	20.37	141.64
City BA-2	174.99	120.09	295.08
County BW	-	-	-
County BH	85.08	604.19	689.27
County MB	15.11	0	15.11
Totals	712.24*	1,163.95	1,886.00

* This total includes all uses of commercially zoned land, whether it is a commercial use or otherwise.

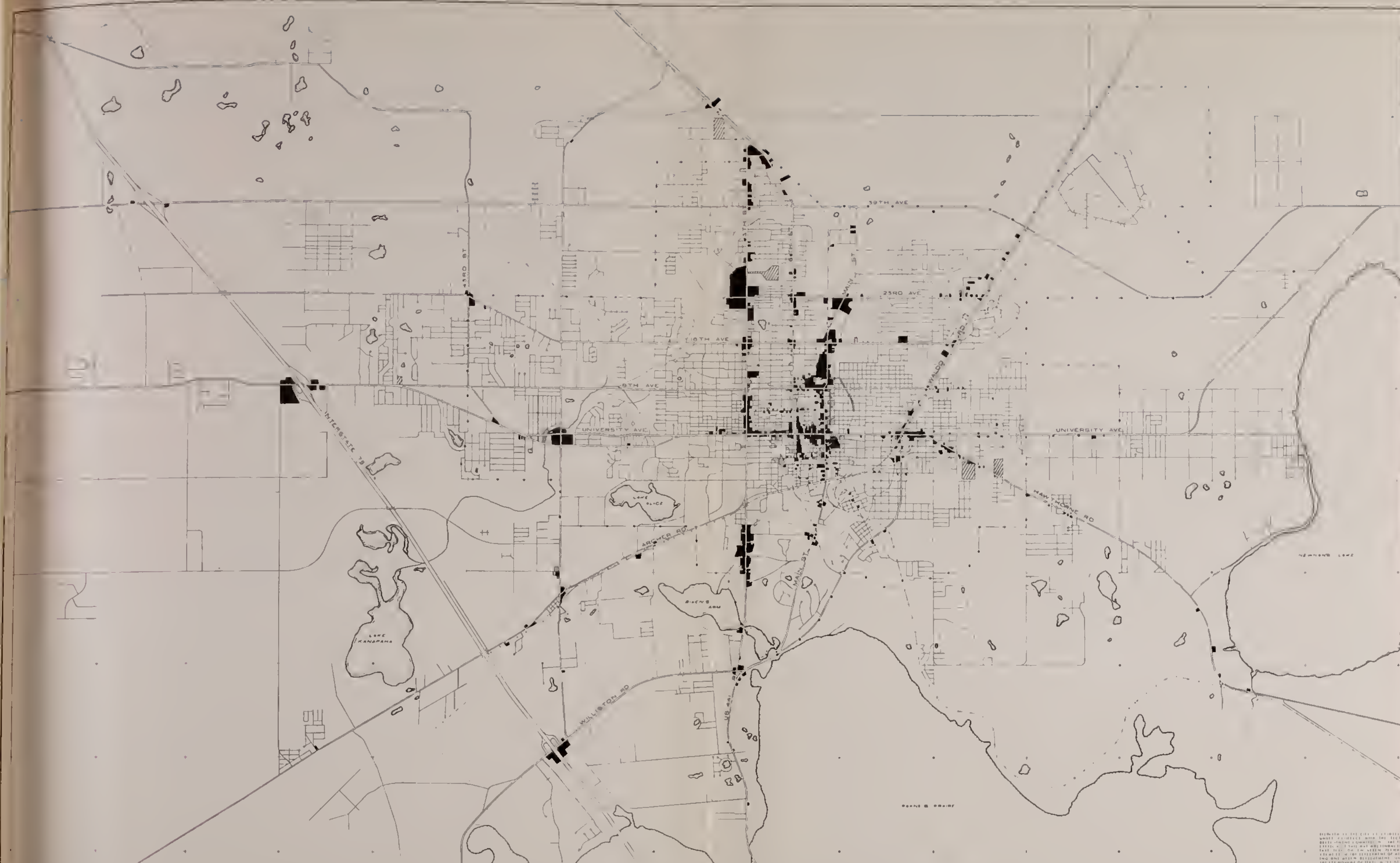
Source: DCD: Land Use Analysis, January 1969.

TABLE 8
NON-COMMERCIAL ZONING
(which allows Commercial)

Zoning Category	Used	Vacant	Zoning Total
City RP	91.29 acres	53.84 acres	145.13 acres
City & MS County	389.37	922.38	1,311.75
County MP	107.80	1,424.12	1,531.92
Totals	588.46*	2,400.34	2,988.80

* This total includes all uses of commercially zoned land, whether it is as commercial use or otherwise.

Source: DCD; Land Use Analysis.



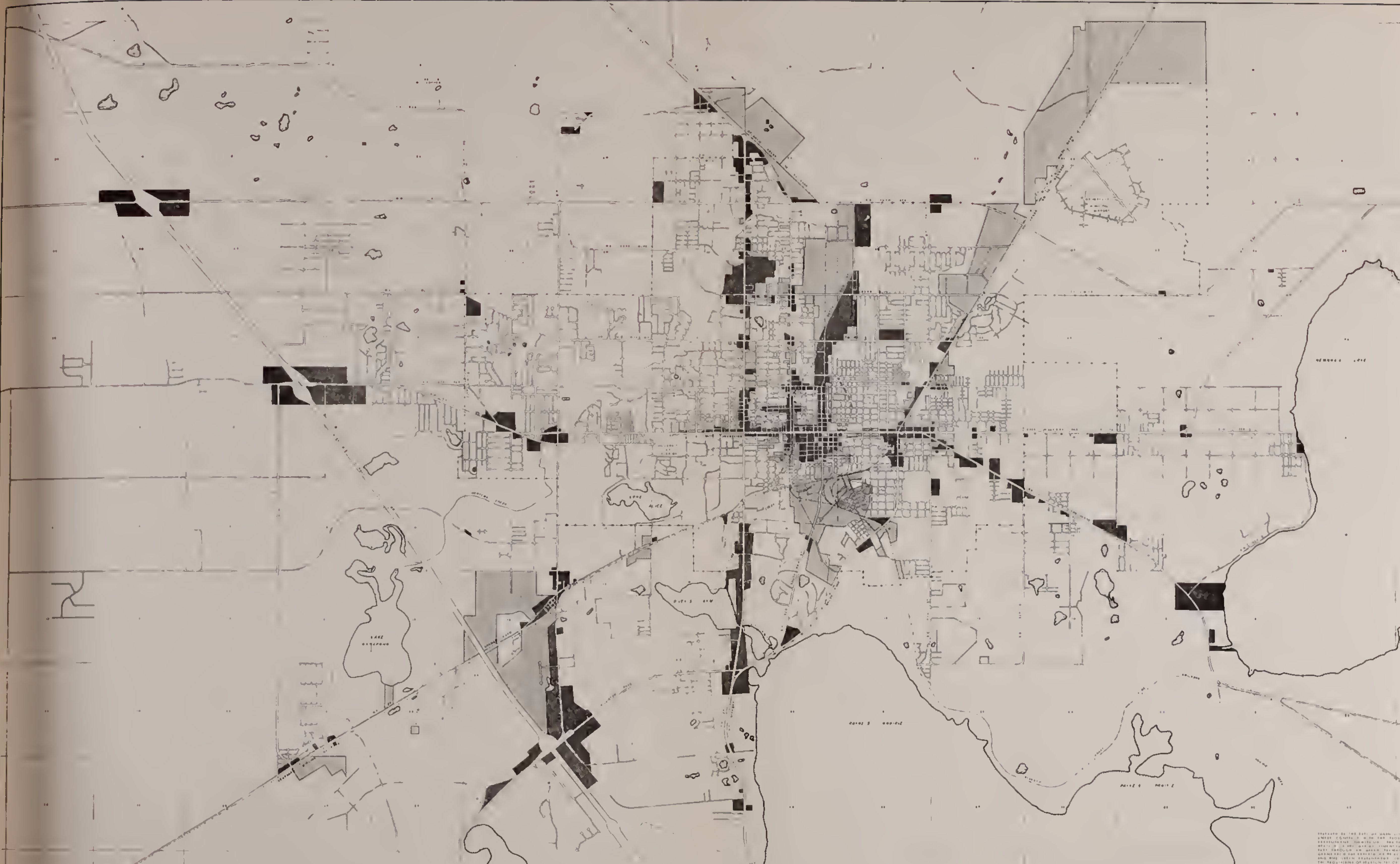
COMMERCIAL
OFFICES
LOW INTENSITY COMMERCIAL

EXISTING COMMERCIAL LAND USE
GAINESVILLE URBAN AREA

DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969

0 1000 2000 4000 6000 8000
FEET

NORTH



COMMERCIAL ZONING

NON COMMERCIAL ZONING (WHICH ALLOWS COMMERCIAL DEVELOPMENT)

ZONING PERMITTING COMMERCIAL USE

GAINESVILLE URBAN AREA

DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969

FEET

NORTH

The previous tables and maps show that the Gainesville Urban Area presently has approximately 1,165 acres of vacant, commercially zoned land.* Vacant non-commercially zoned land which allows commercial development amounts to an additional 2,400 acres, or a total of 3,565 acres of vacant land with potential for commercial development. As previously stated, there are only 578 acres of commercial land use in the Gainesville Urban Area at the present time.

Summary of Existing Commercial Development

1. Less than 12 percent of land permitting commercial is developed for that use.

2. More than 73 percent of all land allowing commercial development is vacant. The 27 percent that is developed includes industrial development, residential development and other land uses.

3. Only 25 percent of the total commercially zoned land in the Urban Area is being utilized by commercial establishments (not including non-commercial zoning which allows commercial uses.)

4. Approximately 63 percent of all commercially zoned land is vacant, while 12 percent is being used for non-commercial purposes.

5. Approximately 80 percent of the non-commercial zoning which allows commercial development is vacant.

6. About 5.5 percent of all commercially developed land is non-conforming.

Downtown Gainesville

Much valuable information was presented in a 1963 publication, Downtown Gainesville. It is not a purpose of this report to analyze the downtown area in depth. It will suffice here to point out trends in downtown development and recommend steps that can be taken to alleviate some of Downtown's ills.

In the past twelve years such major shopping centers as the Gainesville Mall, the Westgate shopping complex, and the Gainesville Shopping Center have developed. Several other shopping centers are presently in the planning stages. This trend indicates that much more substantial efforts must be made and encouraged in the direction of Downtown revitalization if it is to sustain a relevant or meaningful position in the retail market. Downtown Gainesville is presently being hurt by the impact of shopping centers and if steps are not taken to stabilize this trend the eventual decay, both economically and socially, of the entire Downtown could ensue.

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* These figures are as of January, 1969.

A beginning to Downtown revitalization was made with "Operation Facelift". This program was instituted in 1964 by the Downtown Development Committee of the Chamber of Commerce, merchants, property owners, local architects, and the City to "clean-up, paint-up, fix-up the downtown face for the maximum physical change at the least cost". The specific accomplishments of this program were the refurbishing of store fronts, removal of some large overhanging signs, and the addition of planter boxes along the major Downtown streets. This program generated widespread community interest and generally restated the belief that the Downtown retailing component should be encouraged and preserved.

Since the completion of "Operation Facelift", the exodus of retail stores has not lessened, as can be seen by the vacant shops in the Downtown area. However, the expansion of the office sector as seen by such new structures as the Municipal Building complex, the County Courthouse, the Citizens Bank, the Federal Building, and the Certified Public Accountants Building lend credence to the belief that there is a need to preserve and enhance the Downtown area. Retailing and office activities depend upon each other in attracting people to any location, whether in an outlying shopping center or in the Downtown area. The present trend of office expansion in the Downtown area will tend to encourage retail activities, and vice versa, if several pressing problems of circulation (both pedestrian and vehicular) to and within the Downtown area can be eliminated. Other problems are off-street parking and the overall Downtown atmosphere.

Downtown Traffic Problems

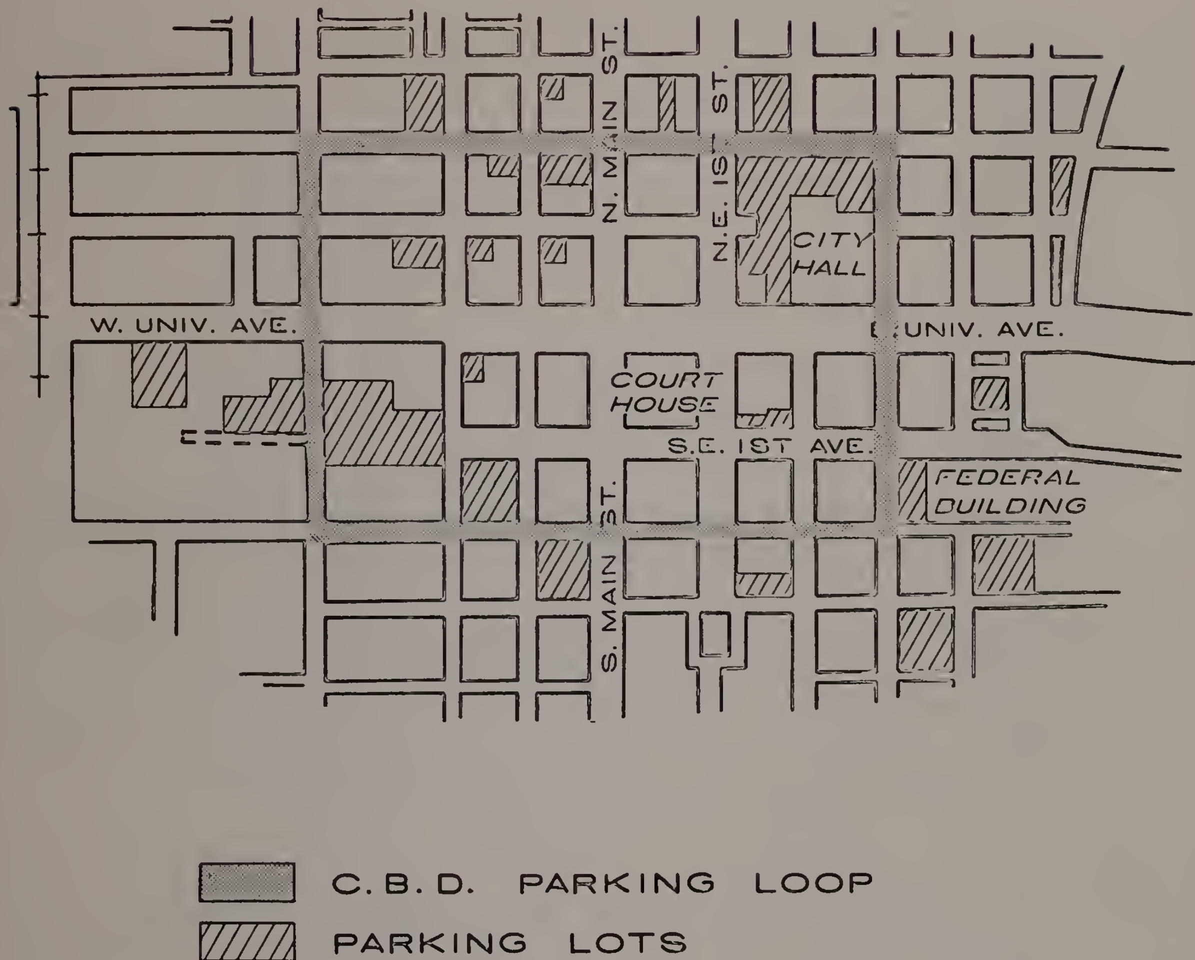
If the downtown area is to survive the increased competition from new shopping centers, it must solve the circulation problems such as traffic congestion and on-street parking. A major step toward relieving congestion and eliminating on-street parking would be the completion of the proposed parking loop which has been debated since early 1964 (see Illustration No. 6). This circumferential route would substantially relieve the discomfort one presently experiences while trying to find convenient parking directly related to business space.

Another series of problems relate to the circulation difficulties encountered within the area of the proposed parking loop. In 1854 when Gainesville's streets were originally laid out, no one could foresee a time one hundred years later when the two hundred foot blocks they designed would be a major problem in moving large volumes of traffic. Now, however, the many intersections created by the short blocks often interfere with traffic movement. As traffic volumes increase this problem will become even more pronounced.

A second problem which stymies circulation in the downtown area is the poor coordination between traffic signals. Traffic signals should function as both a regulating device and a control designed to keep traffic moving smoothly. Downtown

Illustration 6

DOWNTOWN PARKING LOOP



travel time for shoppers, businessmen, and employees should be kept at a minimum through the coordination of traffic signals.

A third problem hindering circulation in the downtown area, while being a definite safety hazard, is the angle parking areas along south First Avenue and east First Street. The problem arises not so much when entering an angle parking stall, but when backing out of the stall. This type of parking movement substantially impairs the traffic carrying capacity of a given street, which is its primary function. The street areas now used for angle parking could be used for street widening and/or for implementation of the semi-mall or parking mall concepts discussed later.

Off-Street Parking Facilities

While better traffic circulation remains a paramount desire of anyone who has driven in the Downtown area, there have been recent indications that there is a shortage of off-street parking during peak hours, in the northeast quadrant. The ultimate solution to the problem of congested Downtown streets caused, in part, by existing on-street parking is the implementation of the proposed Parking Loop with additional off-street parking areas located on the Loop. The Parking Loop will tend to keep the shopping auto out of Downtown and allow the pedestrian greater freedom and safety while shopping or doing business. The gradual discontinuance of the dual role of some streets in the Downtown Area in providing both parking and "through" traffic movements will facilitate the consolidation of small blocks, thus unifying the shopping areas into a pedestrian - oriented shopping and business atmosphere (see Illustration No. 11 on page 30).

Semi-Mall and Pedestrian Mall Beautification

Semi-malls have recently been used successfully in revitalizing depressed commercial areas in many American Cities. The concept does not involve street closings nor does it involve as much capital investment as a pedestrian mall. The semi-mall effect is achieved by widening the sidewalks into the areas of existing on-street parking and landscaping with trees, benches, and attractive displays as is seen in Illustration No. 7.

The feasibility of semi-mall beautification in Downtown Gainesville is based upon two assumptions:

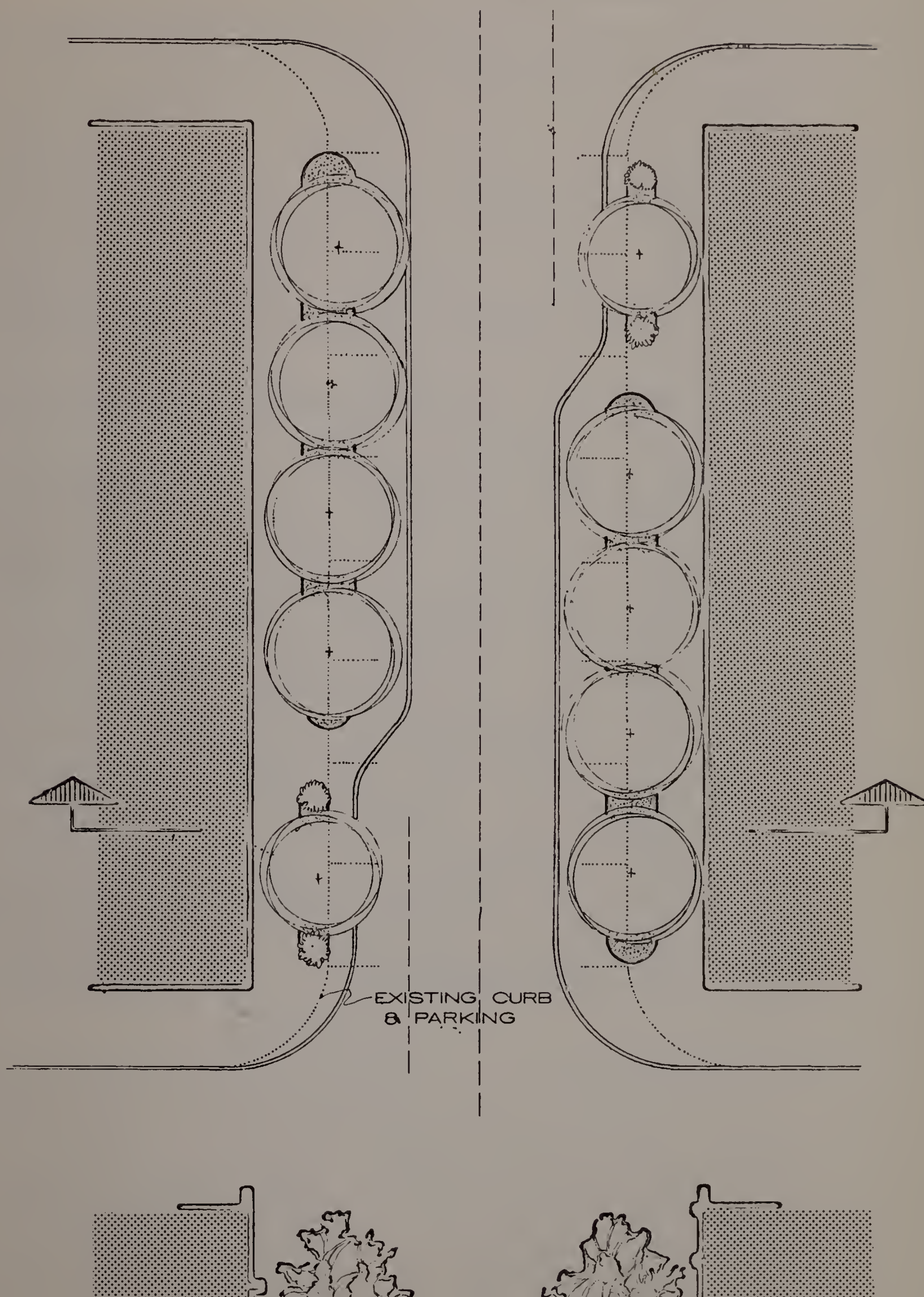
1. That the proposed Parking Loop will become a reality.

2. That additional off-street parking will be provided to make feasible the use of previous on-street parking areas for semi - mall beautification.

Pedestrian malls have also had tremendous economic and social impacts on many of the Downtown areas of our nation's cities. Commercial activities have been revitalized and expanded in such cities as Kalamazoo, Michigan, Fresno, California,

SKETCH OF SEMI-MALL

ILLUSTRATION 7



and Appleton, Wisconsin. Gimble's Department Store is building a large store in Downtown Appleton largely as a result of the recent construction of parking ramps and off-street parking facilities, coupled with good pedestrian access via malls and semi-malls.

The mall concept could be employed in Downtown Gainesville on several small side streets (see Illustration No. 11). Three important effects of a pedestrian mall in Downtown Gainesville would be:

1. Pedestrian malls would create pleasant open space and leisure areas, injecting a sense of tranquilty and pride to persons who are shopping and doing business in the Downtown area.

2. The mall would enhance pedestrian safety and circulation to and from parking areas located on the parking loop.

3. The mall could combine small blocks, making possible the elimination of some Downtown traffic signals.

In summary form, the major problems demoting Downtown Gainesville are of a circulatory and functional nature. More specifically they are:

A. Not enough well located off-street parking areas.

B. Excessive amount of on-street parking areas.

C. Lack of coordination between Downtown traffic signals.

D. Fragmentation of Downtown into 200 foot square blocks.

E. Lack of open space and leisure areas within the Downtown Area.

F. General lack of provisions for the separation of pedestrian and auto circulation Downtown.

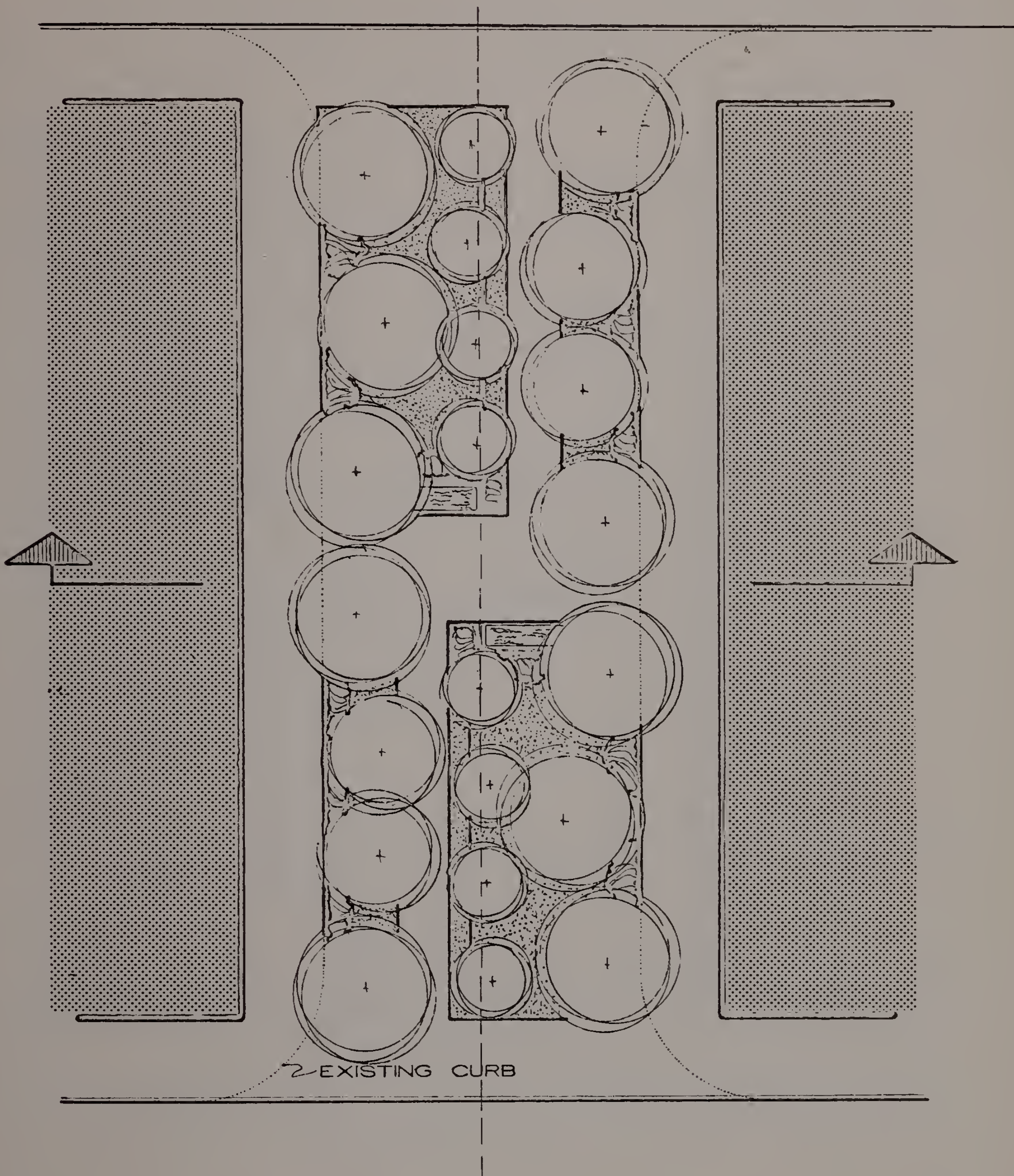
Parking Mall

Illustration No. 9 sketches the parking mall concept following this section. The basic concept of a parking mall is the utilization of existing wide streets for the sole purpose of parking automobile. The parking mall prevents "through" traffic movements and better utilized short, disfunctional downtown streets. Appropriate landscaping to identify and conceal the parking mall is utilized.

Several Downtown streets in Gainesville could be utilized for parking malls, providing low-cost parking near the major business and retail areas. These streets include East First Street and South First Avenue.

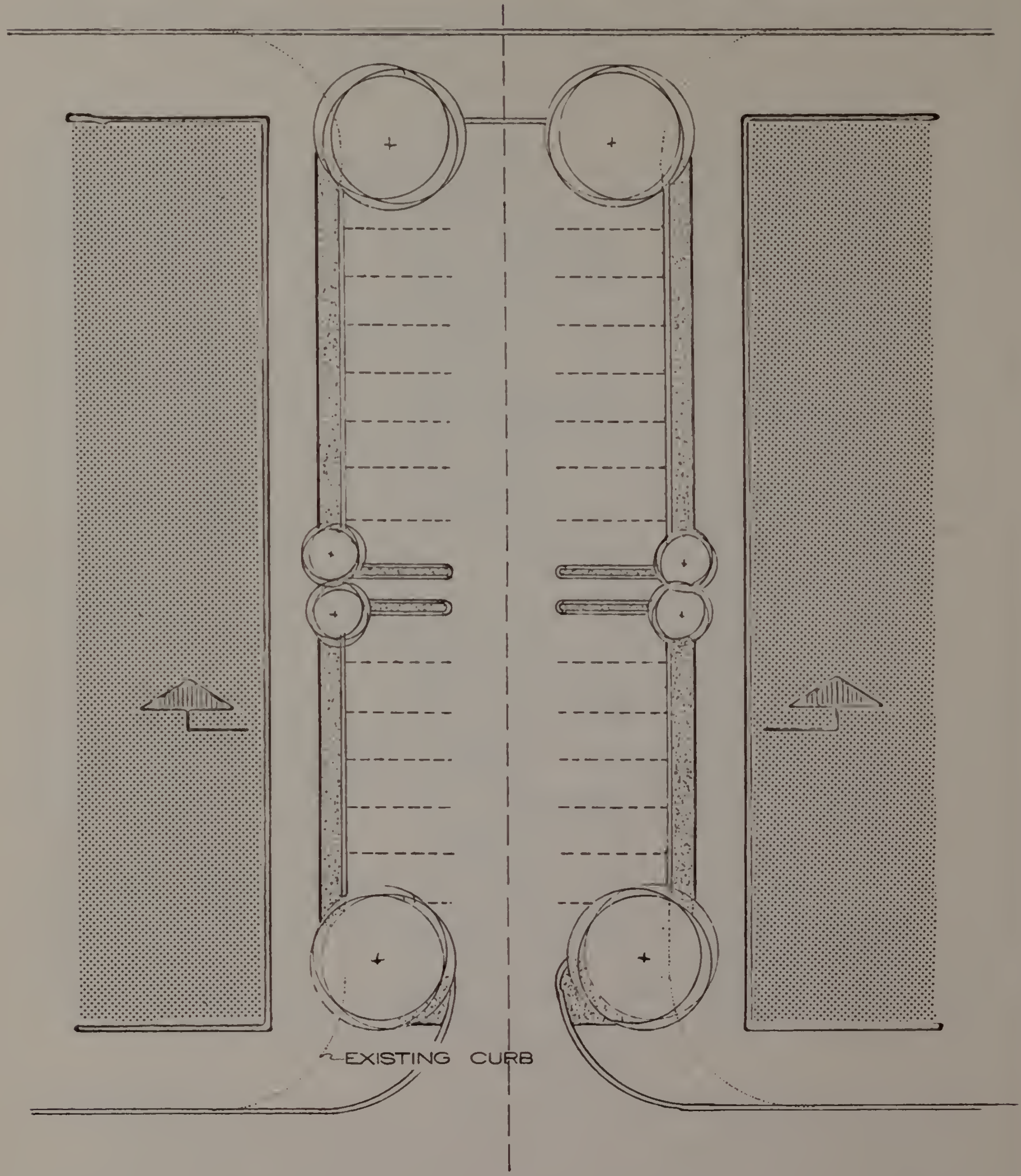
SKETCH OF PEDESTRIAN MALL

ILLUSTRATION 8



SKETCH OF PARKING MALL

ILLUSTRATION 9



Parking malls on Downtown Gainesville streets would tend to consolidate small blocks and encourage pedestrian circulation. A more limited number of improved streets in the retail business core would be used for carrying large volumes of traffic.

Taxable Importance of Downtown

An effort was made through the City Tax Assesor's Office to compare the importance of Downtown, from a tax producing standpoint, to that of some of the newer shopping centers and the City as a whole.

A. In 1967, one fourteenth (1/14) or approximately 12.8 million dollars of the City's total taxable land and improvements lay within the shaded area, while this area contained lessthan one hundredth (1/100) of the total area of the City.

B. The following percentage breakdown indicates the taxable importance of the six types of land use within the downtown area:

1) Retail	51.5%
2) Office	27.5
3) Transportation & Communications	9.0
4) Residential	7.5
5) Warehouse & Wholesale	2.4
6) Vacant	2.1
TOTAL	100.0%

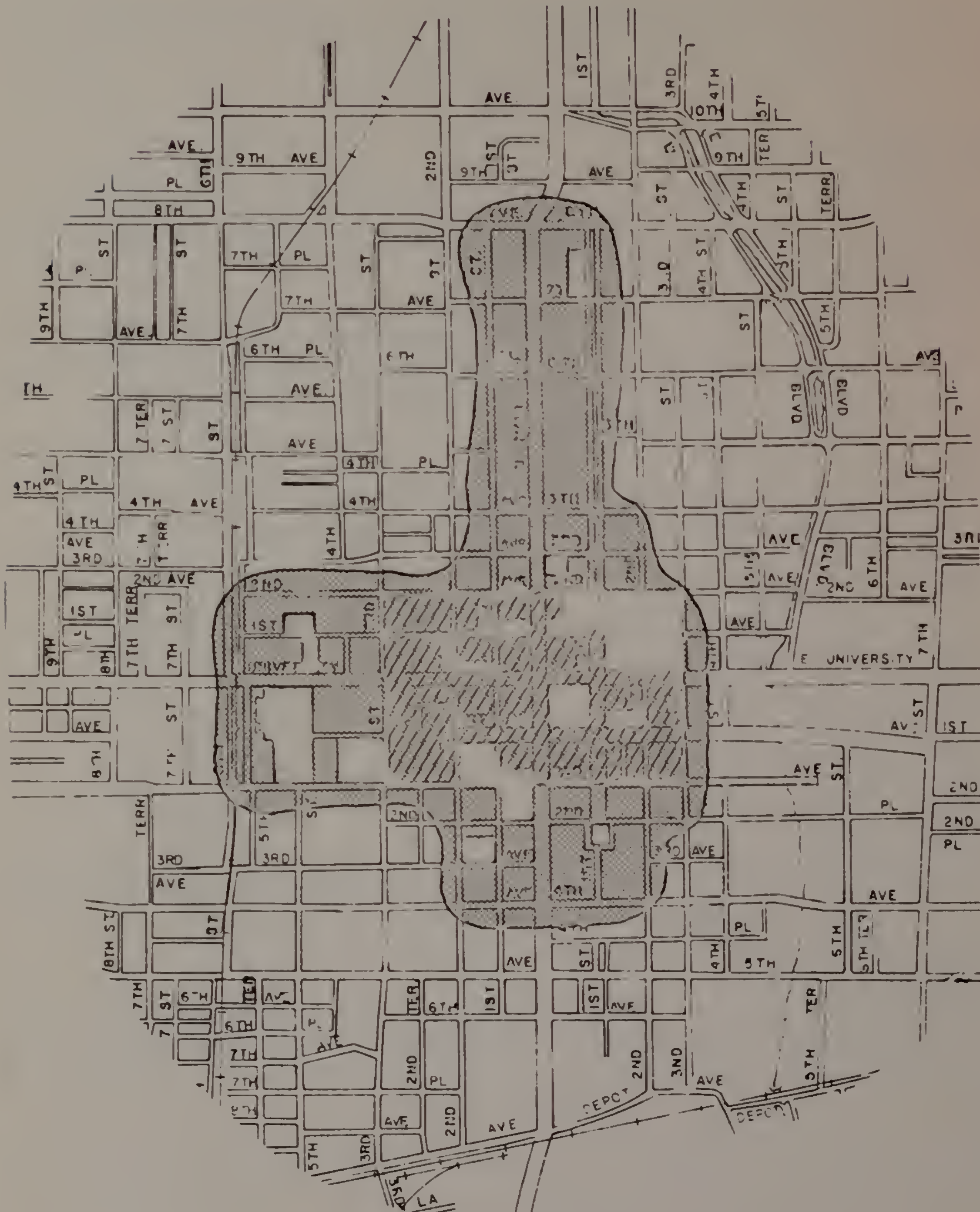
C. Approximately 6.1 million dollars or one-half (1/2) of the total taxable value of land and improvements within the downtown area lies inside the proposed parking loop (cross-hatched area).

The tax producing value of the three largest shopping centers (Gainesville Mall Fields Plaza, Gainesville Shopping Center, and the Westgate Shopping Complex) can be compared to Downtown. The combined values of these centers was approximately 7.5 million dollars or only 59 percent of the total value of the Downtown area. In addition, because of the tax exempt nature of much of the land and buildings located in and around Downtown (City, County, Federal, churches, etc.) much of the importance of Downtown as a region-serving center have been overlooked in the previous discussion.

A recent thesis studying the impact of the office worker on Downtown Gainesville has recommended the creation of a Downtown improvement fund. The improvement fund would be supplied by a fixed percentage of an increase in tax revenues resulting from increased retail sales and subsequent higher land values. This fund would tend to perpetuate Downtown development. However, substantial capital outlays for Downtown improvements should be based upon a detailed study analyzing the future role of

Illustration 10

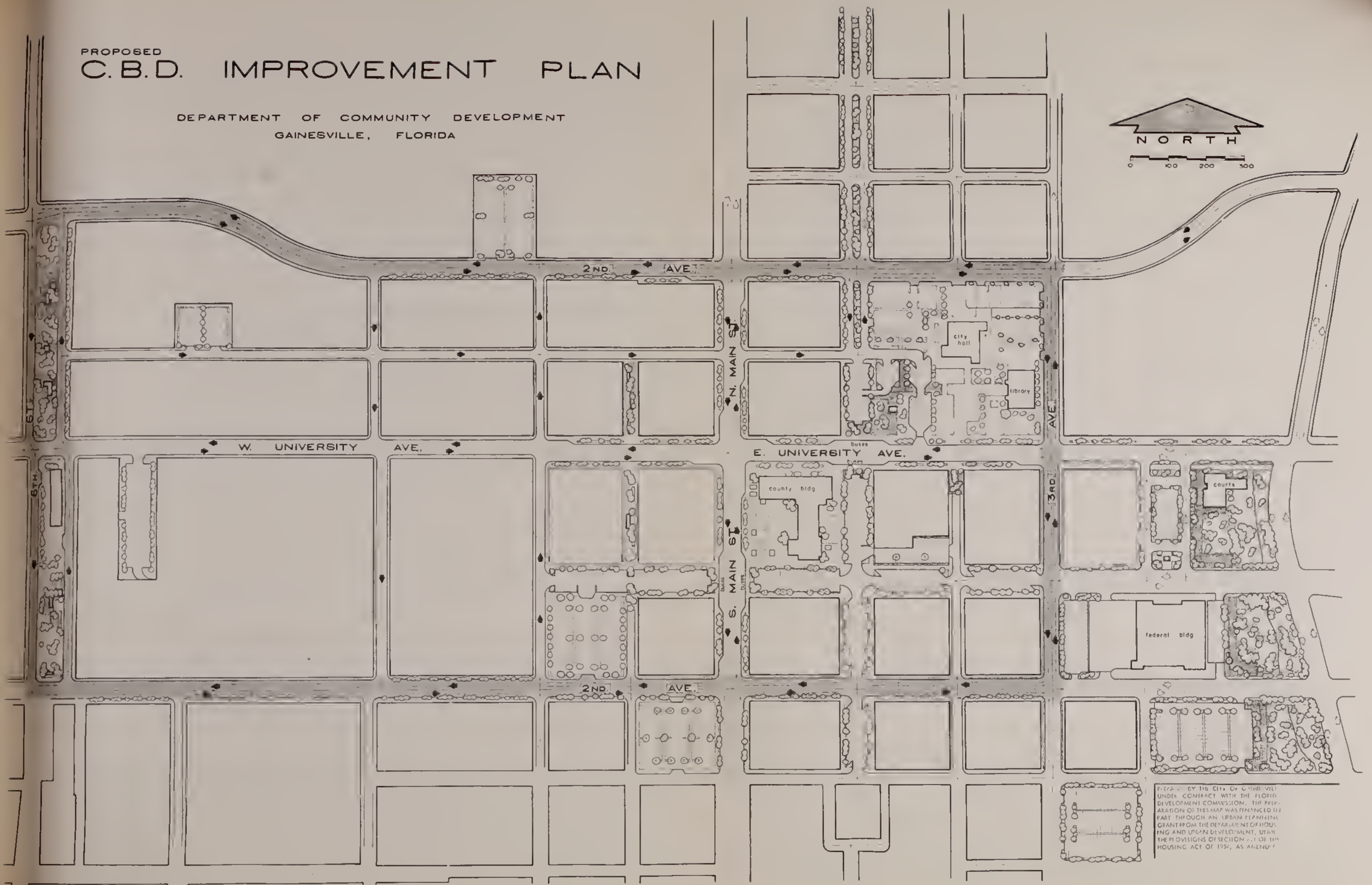
DOWNTOWN GAINESVILLE



TAX EXEMPT PROPERTIES & IMPROVEMENTS

AREA WITHIN PARKING LOOP

AREA UNDER CONSIDERATION


PROPOSED
C.B.D. IMPROVEMENT PLAN
DEPARTMENT OF COMMUNITY DEVELOPMENT
GAINESVILLE, FLORIDA
NORTH
0 100 200 300
2ND AVE.
W. UNIVERSITY AVE.
E. UNIVERSITY AVE.
N. MAIN ST.
S. MAIN ST.
3RD AVE.
6TH ST.
city hall
library
county bldg
courts
federal bldg
buses
UNDER CONTRACT WITH THE FLORID
DEVELOPMENT COMMISSION. THE PREP-
ARATION OF THIS MAP WAS FINANCED IN
PART THROUGH AN URBAN PLANNING
GRANT FROM THE DEPARTMENT OF HOUS-
ING AND URBAN DEVELOPMENT, UNDER
THE PROVISIONS OF SECTION
HOUSING ACT OF 1954, AS AMENDED

Downtown Gainesville and the expected cost benefit relationships of specific proposed capital improvements.

Illustration No. 11 is a rendering showing the incorporation of pedestrian malls, semi-malls, parking malls, and the parking loop in Downtown Gainesville.

Strip Commercial Development

Strip commercial areas consist of shallow tracts of commercial development spread out along heavily traveled thoroughfares. This type of commercial land use is often referred to as "ribbon development", "string street", "shoestring" and by numerous other names. Illustration No. 12 is an example of strip commercial development along a major thoroughfare in Gainesville.

At least two types of strip and scattered commercial development can be cited in Gainesville: 1) Protrusion along major streets radiating out from the central business district; 2) Developments along major cross city thoroughfares intersecting the streets radiating from the Central Business District.

In the absence of natural or cultural obstacles, the Central Business District of an American city commonly extends itself outward along major radiating traffic arteries. The extent to which the district protrudes, and therefore the beginning point of the strip commercial street, depends on the criteria used for identifying Central Business District types of establishments. The Central Business District uses seem to occupy less space in proportion to sales and to depend more on the mass market than do businesses on the strip commercial streets. It is clear that the services offered are far in excess of the needs of the local residential enclaves adjoining such areas.

One of the characteristics of this type of string street is its accessibility from all parts of the City, assured by its proximity to the City's heart. There is also opportunity to serve customers associated with the district itself. It is common to find small wholesale distributors as well as establishments performing service functions for the central business district on this type of strip commercial street.

Several of Gainesville's major cross-town thoroughfares are developing strip commercial characteristics, and where they intersect with strip commercial streets radiating from the central business district, a major concentration of commercial activities is occurring. These intersections have often proven adequate as sites for shopping centers, which are a more practical and functional type of commercial land use than strip commercial developments. Unfortunately, Gainesville, like many other rapidly growing American cities, has chosen to concentrate much of its commercial expansion into strip commercial developments.

Illustration 12

STRIP COMMERCIAL

Strip Commercial Development on a Gainesville thoroughfare.

There are numerous diseconomies to the community associated with strip commercial development. Strip commercial development hampers comparison shopping. When stores are strung out along a thoroughfare, customers are usually limited to one or possibly two choices of goods. The distances between similar stores makes further comparison shopping impractical. Retail outlets not located in recognized shopping centers in Gainesville generally make less efficient use of their sites. The table below summarizes existing retail land use and land-building ratios. It is seen that the average noncenter-located establishment utilizes approximately 113% more land per square foot of building area than those establishments located in shopping centers.

TABLE 9

COMMERCIAL LAND USE

	Land Area	Building Area	Land-Building Ratio
Establishments in Shopping Centers	5,870,500	1,578,500	3.7:1
Establishments no in Shopping Centers	19,419,500	2,444,500	7.9:1
Total Commercial	25,290,000	4,023,000	6.3:1

* All figures in square feet

Source: DCD estimates based on Land Use Analysis and special non-residential tax print out.

The level of traffic, noise, and bright lights associated with commercial establishments have a particularly detrimental effect on adjacent residential development, especially if no buffering or screening is provided. The linear pattern of strip commercial development exposes more residential structures to this incompatible use than planned and well buffered shopping centers. Several residential areas in Gainesville are literally enclosed by strip commercial development. Some of these areas contain ghetto-like conditions with declining property values and high public service costs, such as police and fire protection.

Much of older Gainesville is characterized by two hundred foot blocks. The encouragement of poorly planned strip commercial development accompanied by more curb cuts would seem suicidal. The problems encountered by potential customers exiting from and entering the lanes of traffic in a strip commercial area tend to discourage the use of such establishments. The absence of off-street parking for strip commercial also tends to dampen sales potential. But perhaps most serious, the traffic hazards presented by such developments not only are a detriment to the development itself, but to the community at large. This is true not only from a safety

standpoint but also from the resultant loss of traffic capacity which frequently must be made up by additional lanes or new roads.

In recapitulating, strip commercial development tends to limited comparison shopping, has a higher land to building area ratio, increases traffic congestion and traffic hazards, causes rapid deterioration of abutting residential structures, and frequently necessitates costly improvements to the major "strip" thoroughfares.

TABLE 10

FACTORS FAVORING PLANNED SHOPPING CENTERS

OVER STRIP AND SCATTERED COMMERCIAL USES

Factors	Strip Commercial	Planned Shopping Cen
Economic Land Use	Linear, uneconomic use of land	Compact, economical u land
Effect on Real Estate	Strip commercial usually has a depressing effect on continguous residential land. Contiguous vacant areas tend to be held for speculation in the hope of increasing values. This makes immediate development forbiding. The vacant lots grow up in weeds, having a blighting effect on nearby residential and commercial development.	Shopping centers can se gate themselves with a l strip. They can stabiliz rounding uses and make more attractive for resid uses.
Circulation	Strip commercial requires the consumer to use the streets to get from one shop to another.	Consumer uses special in nal walks designed for hi safety and convenience.
Customer Drawing Power	In strip commercial, the only attrations of the business to the consumer is its own goods and services.	The combined goods and vices of the stores in a shopping center attract c tomers.
Safety	Strip commercial increases vehicular and pedestrian congestion at intersections.	Most vehicular and pede traffic are segregated fro intersections.

TABLE 10 (Continued)

	Haphazard location of driveways increases the points of conflict on busy streets.	Controlled access.
Blight	Normally strip commercial has no definite boundaries. The use of the contiguous land remains uncertain, vacant lots become blighted and the surrounding area also deteriorates.	Normally shopping centers have some kind of buffer and the boundaries are usually definite and permanent. This leaves less question as to the future development of the surrounding area.
Social	Individual shops may be more conveniently located for a few.	A single location creates a more important and centrally located meeting place for the residents of the surrounding neighborhoods.
Community Costs	Scattered locations present a more difficult and expensive problem of providing necessary police and fire protection and other community services More traffic lanes must be provided at citizen expense to handle traffic due to decreased capacity.	Police and fire protection and other community services can be more efficiently and economically rendered at less cost to the taxpayer.

Shopping Centers

Shopping centers now account for about 30% of the total retail sales in the United States even though they only have 12.5% of the total number of stores.[11] Some general rules of thumb based on available statistics indicate the following characteristics based on size.

TABLE 11
SHOPPING CENTERS - GENERALIZED

GLA in Square Feet	Gross Amout Retail Sales Million Dollars	Parking Spaces Involved	Annual Retail Sales Per Car Space
50,000	13	450	6,700
150,000	25	1,200	6,700
250,000	35	2,000	7,000
500,000	50	3,800	8,000
1,200,000	80	6,300	10,000

Source: Applied Parking Techniques, Parking Progress, Bulletin # 121, 1968

On an average, one acre of land will support 30,000 square feet of parking - parking and floor area being a 3:1 ratio. This type of commercial development is to be encouraged in the future. Land, both that making up the site and the surrounding land, is used economically and strengthens the identity of the surrounding neighborhood it is designed to serve. Properly designed shopping centers can do much to encourage good traffic and pedestrian circulation.

Planned shopping centers have been developed in Gainesville at a significant rate during the past decade (See Illustration 15). Approximately 39% of commercial floor space in Gainesville Urban Area is presently in planned shopping centers, while they constitute only 23% of the total land in commercial use.

Many existing Gainesville centers lack visual appeal due to an absense of trees, malls, proper integration with surrounding uses and general landscaped areas within the center and around the perimeter. The term "asphalt desert" has often been applied to this type of development. In order to improve existing shopping centers and provide logical criteria for future shopping center developments, the following general standards have been established.

Although only one or two existing shopping centers are "purebred" and fit a textbook definition, Gainesville's shopping centers have been categorized primarily according to their function in the community. Four distinct types of centers exist in the Urban Area: 1) local convenience centers, 2) neighborhood centers, 3) community centers, and 4) major centers (see Table 12 on Page 92).

Local Convenience Centers should be located at the intersections of collector streets and along major thoroughfares. Their service radius is about one-half (1/2) mile, serving a minimum of 500 families. Local convenience centers attract some of their customers on foot, while limited off-street parking space is also provided. A convenience grocery store is usually the major tenant along with a few other convenience stores, such as a laundramat, hairdresser, barber shop or small hardware store. Twenty-six local convenience centers are identified and discussed in a later section of this report.

Neighborhood Centers cater primarily to the convenience needs of the neighborhood also and differ from the purely convenience center primarily in size only. Whereas a small self service grocery is typically the major tenant of a local convenience center, a supermarket is generally the major tenant of a neighborhood center. Other typical tenants include drug stores, personal service stores and most non-comparison type uses. It caters to a larger population of approximately 1,500 or more families and has a service radius of about one and one-half (1 1/2) miles. Most of its customers arrive by automobile. The latter dictates a location on a major thoroughfare, preferably at the intersection of two thoroughfares or at least the intersection of a major thoroughfare and a collector street.

Neighborhood centers should be located centrally to the area they are to serve, which is a neighborhood or equivalent residential area. It is therefore important that they be designed and landscaped in a manner such that they will complement and not be injurious to the surrounding residential area. Gainesville has three centers which are classified as neighborhood and which are discussed in more detail in a following section. Perhaps the best example of a typical neighborhood center is Northgate on 16th Avenue.

Community Centers are the first level center which carries comparison shopping goods, and caters to a much larger area than the two previous types of centers. They should have good automobile access from four directions on streets with ampl carrying capacity. The service radius is three to five (3-5) miles serving a minimum of 5,000 families. The major tenants of these centers are a variety store and/or junior department store and one or more supermarkets. Well planned off-street parking should be a characteristic of this type of center. More specifically, landscaping is used to encourage the use of parking aisles instead of allowing the practice of "shortcutting" across semi-vacant "asphalt jungles". The overall character of the center is enhanced when a low buffer, such as a hedge, is used to dampen the effect of large expanses of parking area.

There are four shopping centers in the Urban Area which were classified as community centers. None of these could be considered very typical of this type of center by accepted definition. Westgate and Central Plaza, while functioning as community centers, are both small in comparison to national standards. Field's Plaza is a "hybred" which really serves the total population of the Urban Area, although in volume and size it is more like a community center than any larger center classification. The Gainesville Shopping Center is the largest community center in the Urban Area.

Major Centers are the largest centers in an area and should therefore only be located on major highways or expressways and should be easily accesible from all parts of the regional trade area. With a service radius of eight (8) miles or more, such a center would serve Alachua County and perhaps areas in north central Florida outside the County. Designed to serve a minimum of 100,000 persons the major tenants are one or more department stores, variety stores, comparison shopping stores, and personal service stores. Large on-site parking areas are provided for the regional consumer. As before, properly landscaped parking areas and a possible mounding effect can be used to conceal large parking areas and is useful in promoting the desirability of the shopping center and the surrounding land uses. The Gainesville Mall is the only development classified as major center in the Urban Area.

A Choice of Shopping Center Patterns.

With the exception of the new Gainesville Mall, all shopping centers in the Gainesville Urban Area have been built in a "strip" pattern (see Illustration 13. This building pattern functions well in a local convenience center or neighborhood center with a limited number of shops, but its appropriatness in community and major centers should be investigated.

The Gainesville Shopping Center, a community center, stretches in a linear fashion approximately 1,000 feet (about four city blocks) along a major thoroughfare. The two major tenants, a large supermarket and a junior department store are at either end of the "strip". Two shopping characteristics not meant to be found in shopping centers can be observed at this center:

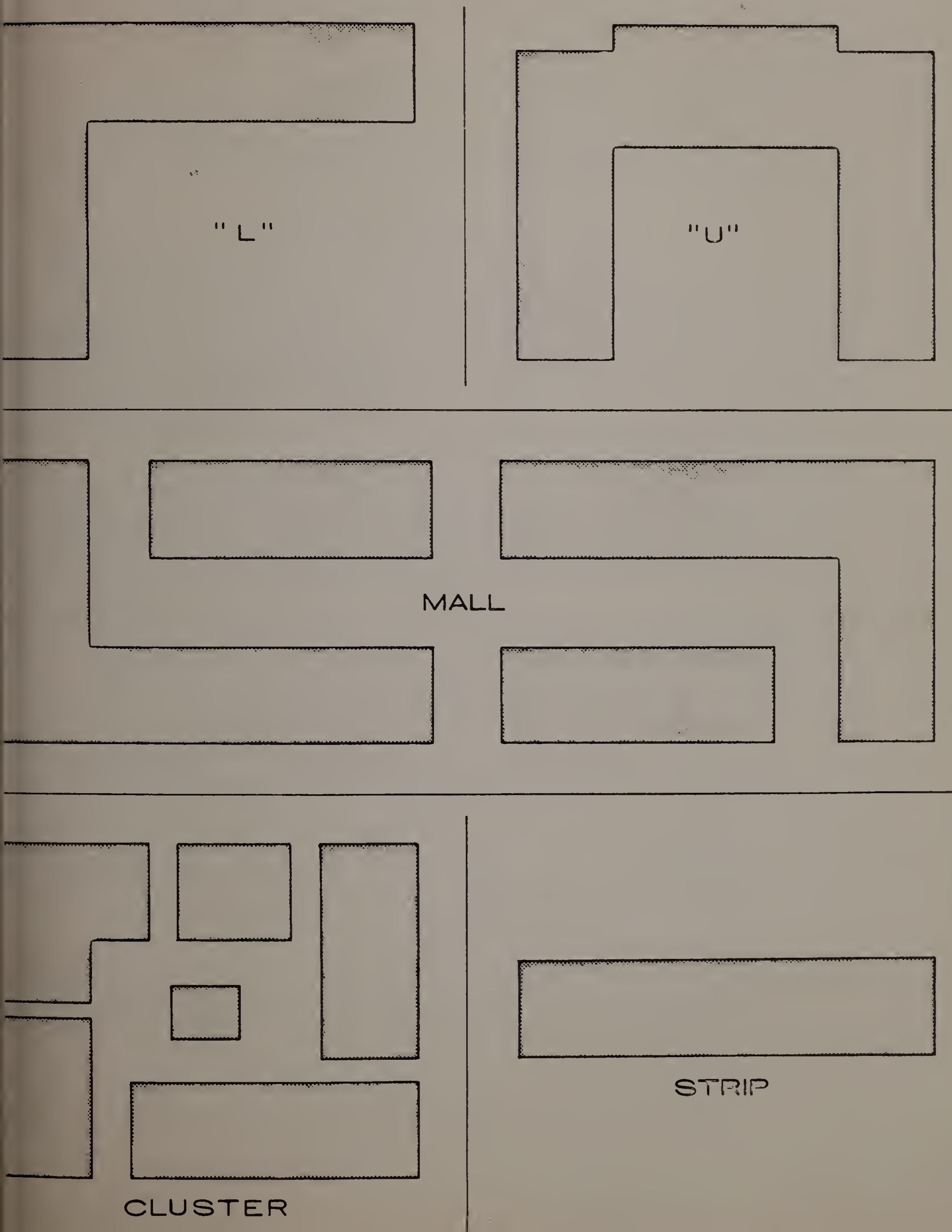
1. Shoppers have a tendency to use their cars to get from one end of the "strip" to the other, creating congestion and safety hazards within the parking area.

2. Shoppers tend to do less comparison shopping, since the stores are not conveniently grouped.

Several other centers in Gainesville have similar problems, but to a lesser extent in most cases.

Illustration 13

CHOICE OF SHOPPING CENTER PATTERNS



The four other basic patterns: the "L", the "U", the Mall, and the Cluster can be used in most shopping centers. The "L" and "U" can be turned in various directions for optimum site orientation with respect to the site shape and to the surrounding street patterns.

Location Tendencies of Existing Shopping Centers

There is a definite tendency toward the grouping of shopping centers either next to each other (Field's Plaza and the Gainesville Mall) or within each other's market area.

In the case of the location of the Gainesville Mall next to Field's Plaza, the two centers interrelate and form a much larger and more complete shopping center complex which effectively draws from a larger regional trade area. At the present time these two centers depend upon each other, in part, for drawing from a broad range of social - economic groups. Their proximity to each other is and should continue to be beneficial. However, as shopping centers concentrate around a single major intresection, costly traffic congestion and absolete thoroughfares are the results. The cross traffic between these two centers has created a definite hazard on 23rd Boulevard.

In the case of the smaller existing neighborhood centers, their market areas (approximately 3 miles in diameter) overlap substantially. This means that the effected shopping centers cannot exist solely on their market area sales potential but must attract sales from a larger area. This becomes a serious handicap to these centers when a new, well-located shopping center begins to service a portion of their over - extended market area. This leads to the creation of a group of weak shopping centers and over - competition.

Recent Trends for Commercial Location by Type of Store

An examination of building starts since 1963 indicates that the following type of retail establishments tended to locate in planned shopping centers:

- Department and variety stores
- Food stores
- Apparel and accessory stores
- Drug and jewelry stores
- Laundries, beauty, and barber shops

Those commercial uses locating predominantly in "strip" or "scattered" locations since 1962 are:

- Automobile dealers
- Eating and drinking establishments
- Indoor commercial amusement businesses

. Medical, health, and legal services
. Motels, hotels, and tourist homes
. Building materials, hardware and farm equipment stores

Those commercial uses which did not exhibit a preference for location during 1962-1968 were:

. Furniture, home furnishings and equipment stores.
. Finance, Insurance and real estate offices.

Summary of Existing Commercial
Land Use

Existing commercial land use in the Gainesville Urban Area utilizes about 578 acres. There are presently approximately 1,900 acres of commercial zoning in the Area, 1,164 acres of which is vacant land. There are an additional 2,989 acres of other zoning which allows commercial development, 2,400 acres of which is also vacant.

The overall commercial pattern in Gainesville has taken to sprawl development with some major thoroughfares lined with "strip development" and intersections of major streets intensely developed with shopping centers. Downtown's problems lie not only with increasing competition from outlying shopping centers, but with an inability to solve its problems of poor circulation and inadequate off-street parking.

Efforts must be made now to establish policies and means through which the revitalization and renewal of Downtown and outlying shopping districts can be achieved. Firm policies relating to the future location and development of new shopping districts must be established.

GOALS AND PRINCIPLES FOR COMMERCIAL DEVELOPMENT

The development of commercial land has greatly changed in this country over the years. At one time pedestrian traffic dictated the growth pattern, but now it is geared almost exclusively to the needs and demands of the automobile. While pedestrian movement inside shopping centers and within the CBD are important factors, parking needs, flexibility of site choice resulting from freedom of movement, and one-step shopping are all dominant factors in the development of today's commercial growth pattern.

These auto generated characteristics have led to the evolution of the shopping center as the principal development pattern of commercial land use. This evolution is far from complete, however, as certain uses have continued to locate along major traffic arteries on individual sites, with their only concession to the shopping center concept being in the form of larger lots to handle more autos than before. This letter type of commercial land use has generally led to the reservation of most land on all major traffic arteries for commercial development. This reservation, whether actually zoned for commercial use or only held vacant by the owner in hopes of such future use, not only greatly exceeds any logical demand for such land, but frequently is ill located to serve the actual demand as development proceeds farther out into the suburbs. In addition, these areas for which there is a demand and on which development occurs often die of self-strangulation as over-development clogs the traffic arteries on which they are dependent.

Some more rational pattern of commercial development is essential. To this end the following sections contain certain goals and principles, which if followed and implemented, should go a long way toward achieving a better land use pattern in the Urban Area.

Goals for Commercial Development

1. Adequate Supply of Goods and Services

   The population of the Urban Area has a purchasing power and demand or need for a given level of goods and services which should be met locally to the maximum extent possible. It is the objective of this Plan to assure the fulfillment of this need by providing adequate, convenient sites for the outlets which cater to this purchasing power or need.

2. Varied Sites Suitable for a Variety of Outlets

   The need for suitable sites to provide for the many varies outlets for goods and services spans a wide range in size and location. It varies from the single use on a major thoroughfare which relies almost exclusively on passerby traffic, such as a tourist facility to a range in shopping centers from the smallest

convenience center to the large regional facility serving a even larger area than that considered in this plan.

3. Functional, Safe, Attractive Design and Display

Many successful businesses attract attention to themselves through distinctive store design, advertising or display. While individually such displays may not be offensive, when included with others the results have an unsightly, cluttered effect.

Commercial centers are also important focal points, usually located on the major thoroughfares of the community. Their appearance is therefore a community interest which should be considered in the comprehensive plan.

4. Minimum Conflict With Other Urban Activities

Shopping areas are among the busiest places in the Urban Area, with their basic success often measured by the traffic they generate. This level of activity with its attendant noise, odors, dirt, glare and safety hazards frequently conflicts with other uses which have a less intense nature, particularly that of the residential sector. It is therefore a very basic objective of this plan to minimize such conflict.

5. Effective Use and Development of Old Centers

Commercial areas, like all other uses, can become obsolescent with age. With such obsolescence come blight with attendant cost not just to the owners of the property but to the community at large. A goal of this plan is to encourage the conservation of such areas in keeping with the old adage that an ounce of prevention is worth a pound of cure.

The following are the major premises and principles to be adhered to in future commercial development.

Premise:

Commercial activities are oriented to the automobile.

Principles:

1. Location

Commercial activities will be located on major streets and particularly at the intersections of such major streets and central to their service area. Local access streets by their design and nature should not carry the non-

local traffic associated with commercial development. Concentrations of commercial at intersections distributes the traffic to and from such concentrations over the largest possible street network and is therefore to be desired when these streets are designed to handle such traffic.

2. Access

Access to and from commercial sites should be carefully designed and located so as to minimize friction with flow of traffic on the adjacent thoroughfares. All access points on a street by their nature create points of conflict with the flow of through traffic, causing delay, reducing the street capacity, and creating hazards.

3. Parking

Commercial activities must be provided with ample parking to satisfy the demands of all customers of that activity. If less parking than needed is provided it is detrimental to the welfare of that activity as well as the general community. Vacant stores resulting from insufficient parking are a blighting influence, and public streets designed to carry traffic can become extremely expensive parking lots.

4. Concentration of Uses

Concentration of both similar and complementary uses are encouraged to the extent that such grouping promotes a more efficient, viable and logical use of land. Certain uses frequently lend strength and support to each other when grouped together, and therefore are encouraged, unless such concentrations are at the expense of adequate service to the whole area, or by design or nature become a burden on the area where they are located.

Premise:

Basic conflicts occur where two different uses of land meet, with the extent of such conflict varying with the difference in intensity of each use, aesthetic qualities, the amount of buffering provided between such uses, and many other factors.

Principles:

1. Location

Incompatible land uses will not be located adjoining to one another without sufficient buffering to insure the harmonious existence of both uses.

2. Transitional Uses as Buffers

When not contrary to any other principle set forth herein, incompatible land uses may be buffered by transitioned uses more compatible with the use on each side; for example, offices or multiple family may be used to separate single family areas from commercial areas.

3. Screening

Screening by walls and/or landscaping will be required where other separation is not possible.

4. Layout

A rear to rear arrangement between incompatible land uses will be promoted in deference to a front to front or front to rear relationship. The latter two shall be avoided whenever possible with a side to rear relationship permitted only where absolutely necessary.

Premise:

Shopping centers are the principal development pattern in retailing today.

Principles:

1. Encouragement of Shopping Centers

Because shopping centers more logically adhere to modern standards in commercial development, particularly in recognizing the importance of the automobile in their design, they are to be encouraged in preference to scattered, unconcentrated and unplanned commercial development.

2. Shopping Center Design and Development

Because they are larger, normally a group of stores and not a single use, shopping centers have a greater impact on the community than a single use and therefore, the design of centers including considerations of traffic flow and control, both internally and externally, compatibility with the surrounding uses and the general arrangement of the center must be given proportionate attention before a center is constructed; and likewise, location and market area must be considered and centers not constructed simply to supplant an existing center or because it is a better arrangement of commercial uses.

Premise:

Not all future commercial activities will be located in planned shopping centers.

Principles:

1. Development of Vacant Commercial Land

Non-center commercial uses should be encouraged to locate on those vacant parcels of land in existing commercial areas in deference to the needless opening up of new areas to strip commercial.

2. Sites for Marginal Uses

The legitimate needs of marginal or so called "incubator" commercial enterprises can best be served by the "filtering down" process of existing commercial as opposed to opening up new areas to commercial development.

3. Spread of Commercial

The existence of commercial on one corner of an intersection need not dictate the development of all corners with the same or similar use; nor does the existence of commercial on a major thoroughfare dictate that all frontage must be similarly used.

Premise:

Commercial activities frequently occupy the most conspicuous sites in an area, and are important influences on the impression which others have of that area.

Principles:

1. Appearance

The control of signs, promotion of landscaping and overall appearance of commercial areas are legitimate concerns of the general public and will be guaranteed through site plan approval.

THE PRELIMINARY COMMERCIAL LAND USE PLAN

The Preliminary Commercial Land Use Plan is the community's graphic guide as to how and where future commercial growth should occur. It is not law nor does it necessarily dictate the detailed development of every parcel of land having commercial potential. It is subject to future revisions and reconsiderations via public hearings. In essence, it is meant to be a general public policy plan for commercial development.

Conservation and Rehabilitation of Existing Strip Commercial Concentrations

The Gainesville Urbanized Area has many distinct commercial concentrations. These consist of both planned shopping centers and concentrations of unplanned strip developments. Some of the latter are still relatively healthy and are located in or are serving stable residential neighborhoods. But even the healthiest of these "strip" commercial districts may begin to feel the impact of the shopping center and its many advantages. These same shopping districts, with their lack of unity, definative boundaries, off-street parking, and other amenities, are gradually affecting the surrounding residential neighborhoods.

With the continuation of the trend in shopping center development and the possibility of Downtown revetalization, it is only logical to assume that many of these districts cannot continue to prosper unless some program of action is taken to improve their competitive position. At the same time the city cannot affort to reap the ill effects (tax revenue loss, additional cost of surrounding residential neighborhood, etc.) resulting from these shopping districts being removed from economic usefulness.

Conservation

Conservation of a commercial strip area need not be an expensive proposition, compared to other renewal programs. Actions that might be included under conservation are: paint-up and clean-up measures, better sign control, coordinated leasing practices based on the compatibility of uses, better traffic control, a considerable range of simple remodeling, provision of various amentities, and other items which can be achieved by a local organization and cooperation among merchants and owners.

Rehabilitation

Rehabilitation of a commercial strip involves a more drastic and concerted program. It generally involves a major re-arrangement of the layout of a district, adequately planned and properly located off-street parking facilities, considerable demolition and redevelopment and adjustment of the affected street pattern.

In most of Gainesville's problem commercial areas conservation and limited rehabilitation, in the form of providing better access and off-street parking, will

be recommended. No major demolition will be required. Sketches of the major commercial strip areas of the community with recommendations for improving same are included in following sections.

Central Business District

Existing

The geographic center of the Central Business District is approximately at the intersection of Main Street and University Avenue, the ordinate streets from which all other streets are numbered in Gainesville. The businesses on the blocks immediately surrounding this intersection are primarily retail outlets using only the ground floor, with the upper floor being used by service establishments generally associated with Downtown,as storage for the main use in the building or as offices. A significant amoun of the floor space is presently vacant. This may be attributed, in large part, to the trer Gainesville and other cities toward shopping center patronage for retail goods.

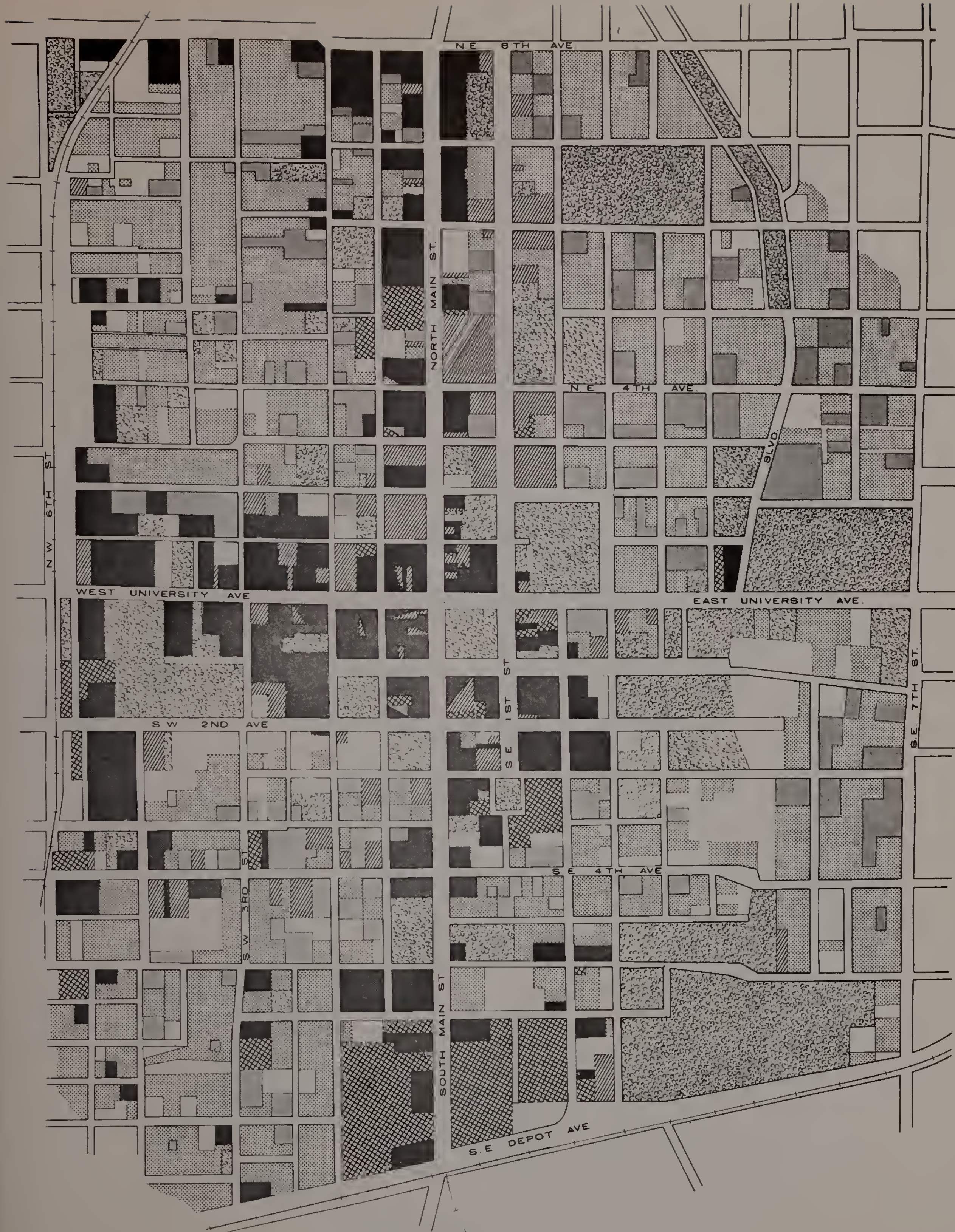
Several office buildings have located on the periphery of the retail core. This trend is evidenced by the existence of NE 1st Street and North Main Street between North 2nd and 8th Avenues. The frontage of SW 4th Avenue is also largely used by offices. Other predominantly non-pedestrian - oriented uses such as auto-sales and services and wholesaling and warehousing have located along University Avenue and Main Street near the edges of the intensely used land within the Central Business District.

Governmental operations play a very significant role in Downtown Gainesville. City, County and Federal buildings form a "governmental triangle" in the eastern portion of the Central Business District. The new Municipal Building - Library complex and the Federal Building represent recent very significant commitments on the part of government to enhance Downtown Gainesville as a business, governmental, and civic center.

The marginal residential areas immediate surrounding the Central Business District are presently mixed with scattered retail outlets and offices. Much of the residential areas in the near southwest and northwest, in particular, are in need of immediate redevelopment.

Future

It is recommended that the area generally bounded by the proposed parking loop be developed and/or redeveloped with retail outlets and offices which are pedestrian - oriented, which is now this area's predominant role. The existing character of development in this area, together with the closely related existing off-street parking and recommended off-street parking tied to the loop streets, should foster such a pedestrian oriented role in the future for this portion of the Central Business District.



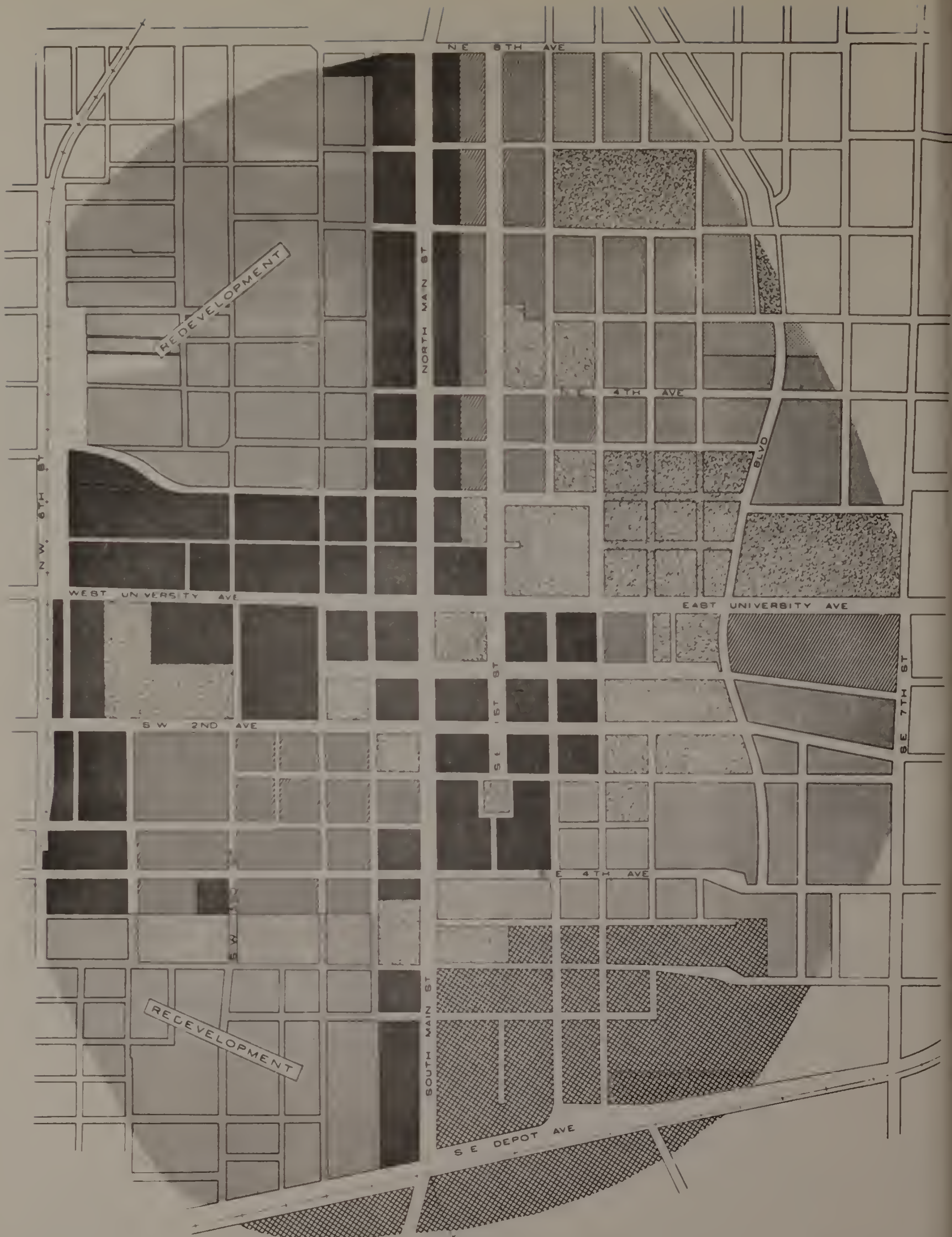
EXISTING LAND USE - 1969
CENTRAL BUSINESS DISTRICT

SINGLE FAMILY
MULTIPLE FAMILY
OFFICES
COMMERCIAL
INDUSTRIAL (WHOLESALE - WAREHOUSING)
INSTITUTIONAL (PUBLIC - SEMI PUBLIC)

PREPARED BY THE CITY OF GAINESVILLE UNDER CONTRACT WITH THE FLORIDA DEVELOPMENT COMMISSION. THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

NORTH

0 100 200 400 600



PROPOSED LAND USE

CENTRAL BUSINESS DISTRICT

PREPARED BY THE CITY OF GAINESVILLE UNDER CONTRACT WITH THE FLORIDA DEVELOPMENT COMMISSION. THE PREPARATION OF THIS MAP WAS FINANCED IN PART THROUGH AN URBAN PLANNING GRANT FROM THE DEPARTMENT OF HOUSING AND URBAN DEVELOPMENT, UNDER THE PROVISIONS OF SECTION 701 OF THE HOUSING ACT OF 1954, AS AMENDED.

SINGLE FAMILY
MULTIPLE FAMILY
OFFICES
COMMERCIAL
INDUSTRIAL (WHOLESALE - WAREHOUSING)
INSTITUTIONAL (PUBLIC - SEMI PUBLIC)

NORTH

0 100 200 400 600

It is recommended that the frontage on North Main Street north of North 2nd Avenue to North 8th Avenue continue to function as an office sales and service district. It is recommended that in the event of redevelopment of the area west of Main additional depth be secured for the Main Street frontage to facilitate the eventuality of eliminating on-street parking on Main Street. The types of uses recommended for this area are generally low intensity land users requiring only a limited number of ingress and egress points to handle a low volume of traffic. This frontage represents a step down of land use between the parking loop area and the Gainesville Shopping Center area just to the north.

It is recommended that the frontage on NE 1st Street continue to develop for office uses to complement the services and activities now characteristic of the Central Business District. Under no circumstances should retail sales intrude into this predominantly office area. Northeast 1st Street is designated only as a minor street in the Proposed Street Classification System for the Gainesville Area and as such is not designed to handle large volumes of "through" traffic.

The area bounded by West 3rd and 6th Streets and North 3rd Avenue and South 2nd Avenue should continue as the location of a mixture of wholesaling, warehousing, transportation, and auto sales and service uses. These uses are not pedestrian oriented and represent a "step down" in land use intensity from the parking loop - oriented shops and offices to future residential redevelopment areas to the north.

The large area designated for offices immediately south of the aforementioned area represents a continuation of the office trend already present in this area. The proposed southerly extension of SW 6th Street will make this general area more easily accessible from other areas of Gainesville. This office area provides a land use intensity buffer between the more intensely used retail areas to the north and east and the proposed residential redevelopment area immediately south.

It is recommended that the frontage along south Main Street continue development and act as an expansion of Central Business District oriented offices, wholesaling and warehousing, with a gradual trend toward light industrial uses adjacent to the South Main Street Industrial Park on the east side of Main Street. These land uses represent a "stepping down" in intensity away from the parking loop area allowing South Main Street to carry "through traffic" more easily to and from major concentrations of land uses. The proposed multiple family area abutting the Main Street commercial frontage on the west acts as a buffer between the Main Street uses and the residential area farther to the west. Apartment development is recommended for the designated areas immediately east and south of the Gainesville Sun newspaper plant. These areas front on minor streets which would not allow

commercial development or a continuation of warehousing without substantial improvements to the existing streets. In addition to providing a "step down" of intensity away from the South Main Street frontage, they provide a feasible reuse of this land when redevelopment of the marginal structures is necessary.

Serious consideration has been given in recent months to the possibility of building a municipal Civic Center, which could be a tremendous asset to a growing city such as Gainesville. To date, no feasibility study has been completed with recommendations for the location of such a site. It is recommended, if a Downtown location were specified in such a study, that consideration be given to redeveloping the area generally east of the Municipal Building - Library complex bounded by University and north 3rd Avenues and east 3rd Street and the Boulevard. This site would blend in well, and tie together, the surrounding governmental activities and Central Business District uses. It is well located with respect to the existing and proposed transportation links and with the area's largest employer and source of most large scale entertainment and educational activities, the University of Florida. Such a Civic Center complex could stimulate Downtown redevelopment and make the Central Business District area a more fitting example of the progress being made in the "University City".

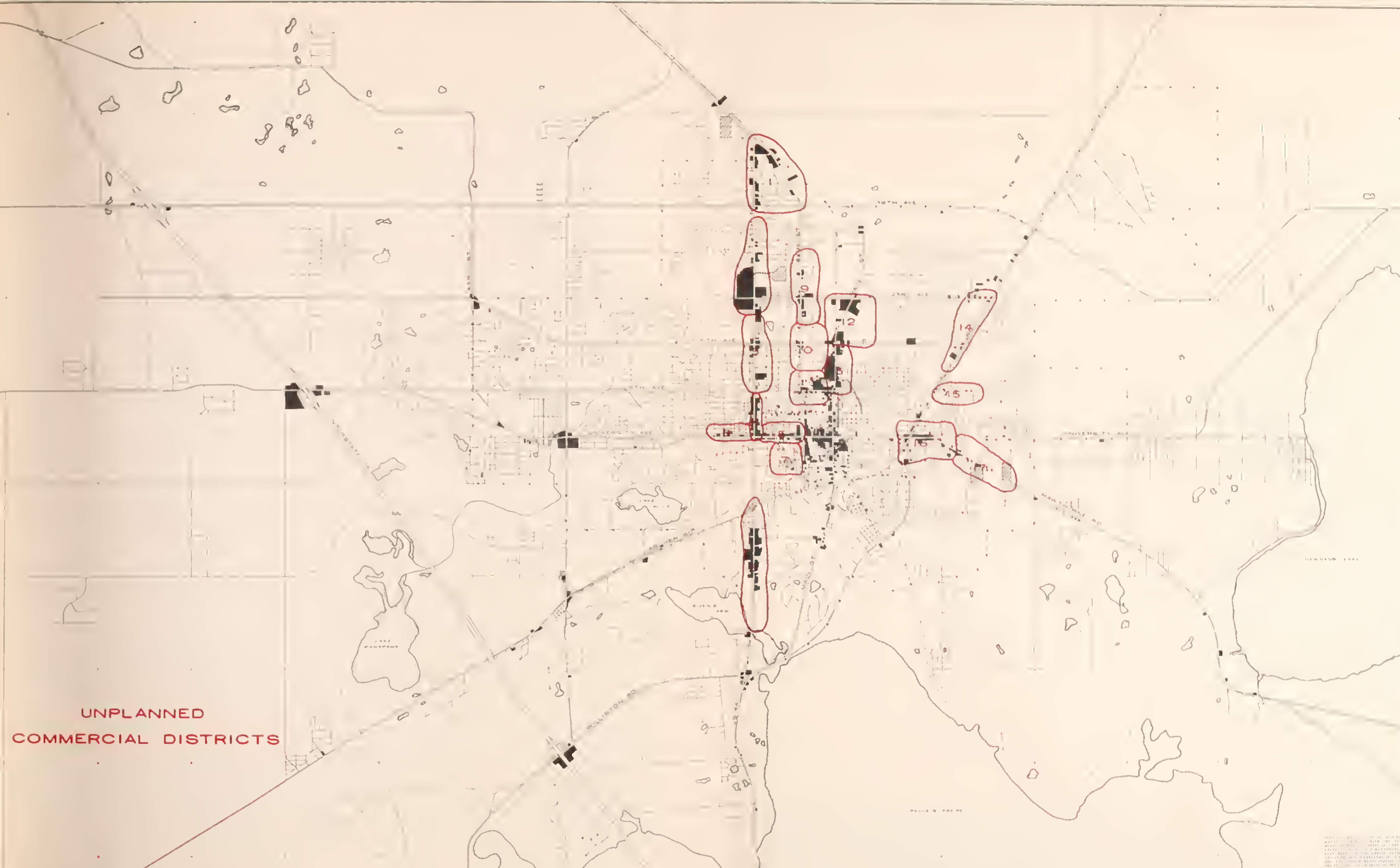
It is recommended that the offices fronting on NE 1st Street and the publicly designated land in the northeast quadrant of the Central Business District be buffered from the very substantial single family areas in the near northeast by medium density apartment developments. Much of this area is presently developed with such apartments and single family dwellings converted to apartments.

The residential area in the near northwest quadrant west of West 1st Street and north of NW 3rd Avenue is recommended for redevelopment. Presently, this area is predominantly occupied by substandard dwellings. It is recommended that redevelopment for residential re-use be considered in the near future.

Unplanned Commercial Districts

Unplanned commercial districts have developed along most of Gainesville's major thoroughfares. The pace at which this type of development is occurring has accelerated in the past decade. With expected improvements to many of the major thoroughfares, the pressure exerted for this type of development can be expected to continue.

Strip commercial development as was mentioned before, effects large areas of abutting and nearby land uses. In the following map, seventeen commercial districts are delineated, most of which include at least one planned shopping center. Two "strip" maps of each individual district have been prepared. The first map shows existing land uses, while the second map shows recommended future development and/or redevelopment of each area.



COMMERCIAL
OFFICES
LOW INTENSITY COMMERCIAL

EXISTING COMMERCIAL LAND USE

GAINESVILLE URBAN AREA

DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969

FEET NORTH

1. <u>NW 13th Street and 6th Streets North of 39th Avenue</u>

Existing

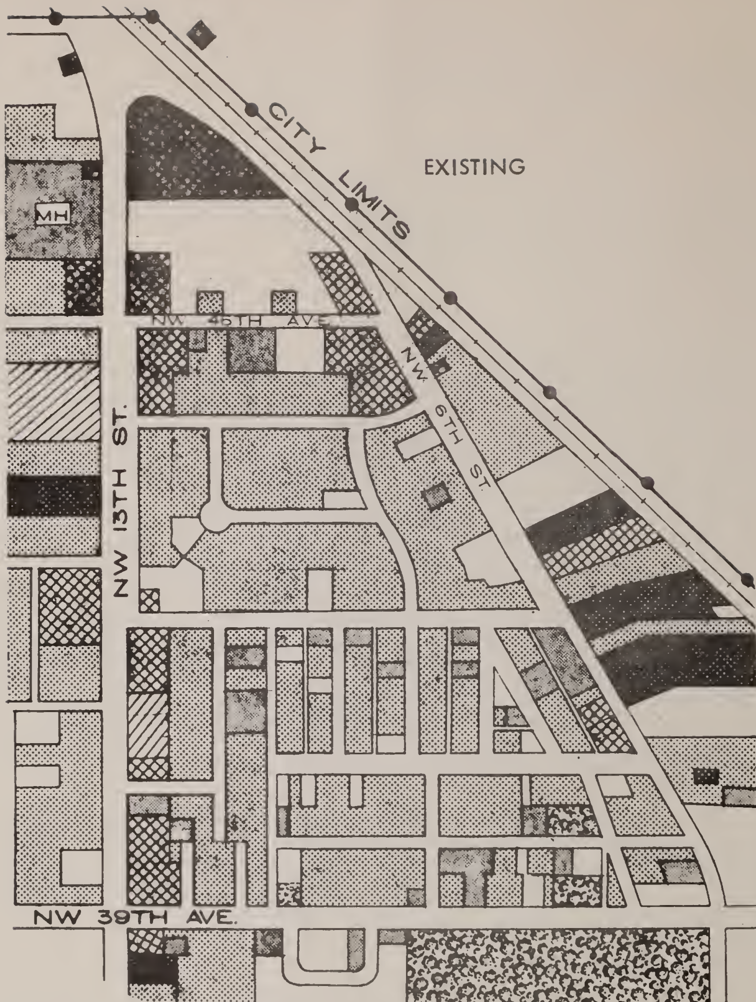
This area is characterized by a predominance of mobile home sales generally north of NW 45th Avenue. The area to the south is mostly mixed residential with some local convenience sales and services on the major thoroughfares. A large auto sales and service center is also located along NW 13th Street.

Future

The area north from NW 45th Avenue should continue to cater to mobile home sales and services because of the fine transportation links and the availability of large expanses of vacant land. This eventuality would facilitate comparison shopping for mobile homes and would group similar and compatible commercial uses, a goal stated previously. In addition, this sales area is removed from any extensive residential development. The NW 13th Street at NW 39th Avenue intersection should continue to function as a local convenience commercial area. On the east side of NW 13th Street north and south from NW 39th Avenue, it is recommended that a "stepping down" of intensities from retail to office and apartments be implemented. This practice will tend to perpetuate the intersection's functional role as a traffic carrier while discouraging the needless "hopskotching" of commercial away from a major intersection. The residential area surrounding the auto dealer on NW 13th Street is recommended to be developed as single family because of the predominance of existing single family. The frontage south of the auto dealer is recommended to develop for offices to NW 39th Avenue. The area west of this frontage, already predominantly single family, should continue as such. Although the area in the southwest quadrant abuts a busy intersection, replatting with lots backing on NW 13th Street and NW 39th Avenue should make this land acceptable for single family use.

The area bounded by NW 13th and 6th Streets and NW 39th and 42nd Avenues, already is predominantly mixed with single family, duplex, and quadraplex developments, and it is recommended to continue as such. The vacant parcels surrounding the service station on the corner of NW 13th Street at 42nd Avenue should be utilized for duplex development as well as the frontage just north to provide a buffer to the existing abutting single family area which should be preserved.

It is recommended that the triangular shaped area of land north of NW 39th Avenue east of NW 6th Street to the railroad continue development as it has in the past. That is, the upper portion of this area should be utilized for warehousing, wholesaling, and very light industry. The lower portion is recommended for development of low density (8 Units per acre) apartments to blend in with existing nearby apartments and single family uses. This area is presently subdivided into parcels of varying shapes and sizes with many of the parcels not being serviced by streets. It is recommended that the property owners in this area reach a cooperative agreement in an effort to redevelop and/or replat their land.

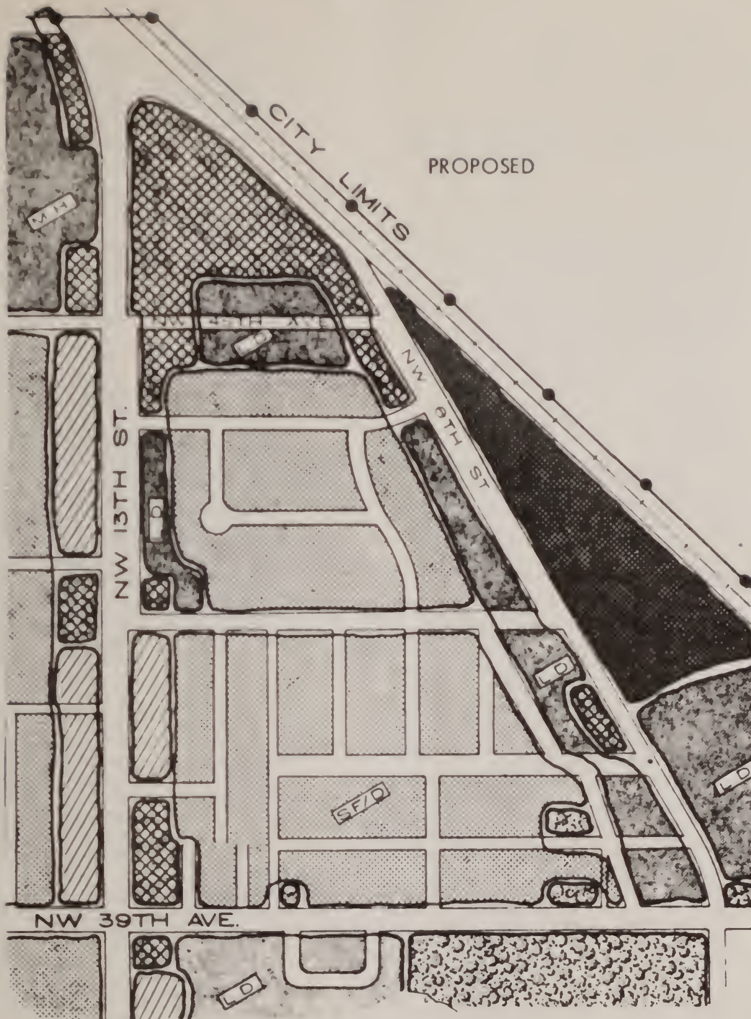


SINGLE FAMILY, S.F./D. SINGLE FAMILY-DUPLEX

MULTIPLE FAMILY, L.D. LOW [illegible]NSITY, M.D. MED. DENSITY, H.D. HIGH [illegible]NSITY, M.H. MOBILE HOME

OFFICES

(LEGEND APPLIES TO REMAINING STRIP MAPS)



COMMERCIAL

INDUSTRIAL, W/W. WHOLESALE - WAREHOUSING

INSTITUTIONAL (PUBLIC-SEMI PUBLIC), P PARKING

(LEGEND APPLIES TO REMAINING STRIP MAPS)

2. NW 13th Street (Gainesville Mall Area)

Existing

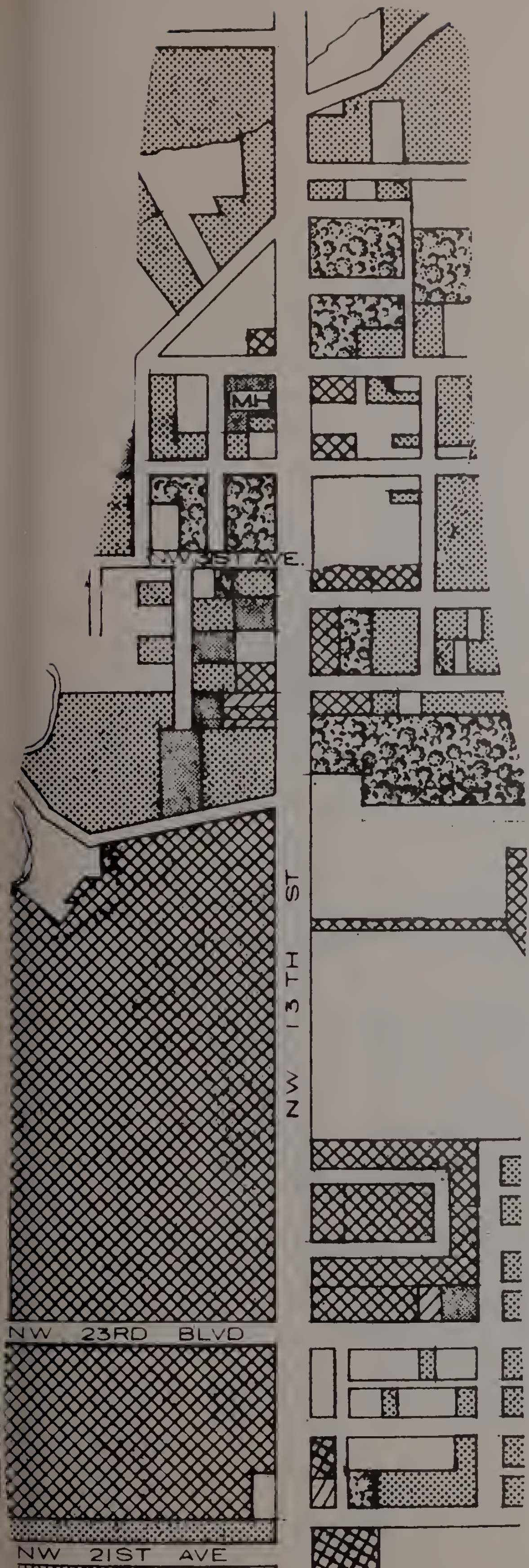
This is a regional-serving retail, entertainment, and service complex. The new Gainesville Mall is the largest of the retailing centers while two other retailing complexes are located on opposite corners. Traffic congestion at the intersection of NW 13th Street and 23rd Boulevard has multiplied with recent commercial developments.

Future

Additional commercial development east of the Gainesville Mall is proposed, however, necessary precautions should be taken to preserve the traffic carrying potential of this busy area. A "stepping down" of intensity away from the intersection eastward on 23rd Boulevard is presently apparent and recommended to continue in the plan.

The southeast corner of this intersection is presently vacant. It is recommended that a limited intensity retail outlet utilize the corner with office uses "stepping down" away from the corner as buffers. This will lessen congestion at this intersection.

A "stepping down" of intensity in the blocks north of the Mall area on both sides of NW 13th Street is shown. Offices and low density apartments are indicated. These uses provide a compatible low intensity relief to the existing residential development. A buffer of low density apartments is recommended west of Fields Plaza with a natural buffer recommended for the area between the Mall and Hogtown Creek. A small buffer of low density apartments could be considered as a substitute in this area where there is enough land, but should not cross the natural boundry created by the creek.



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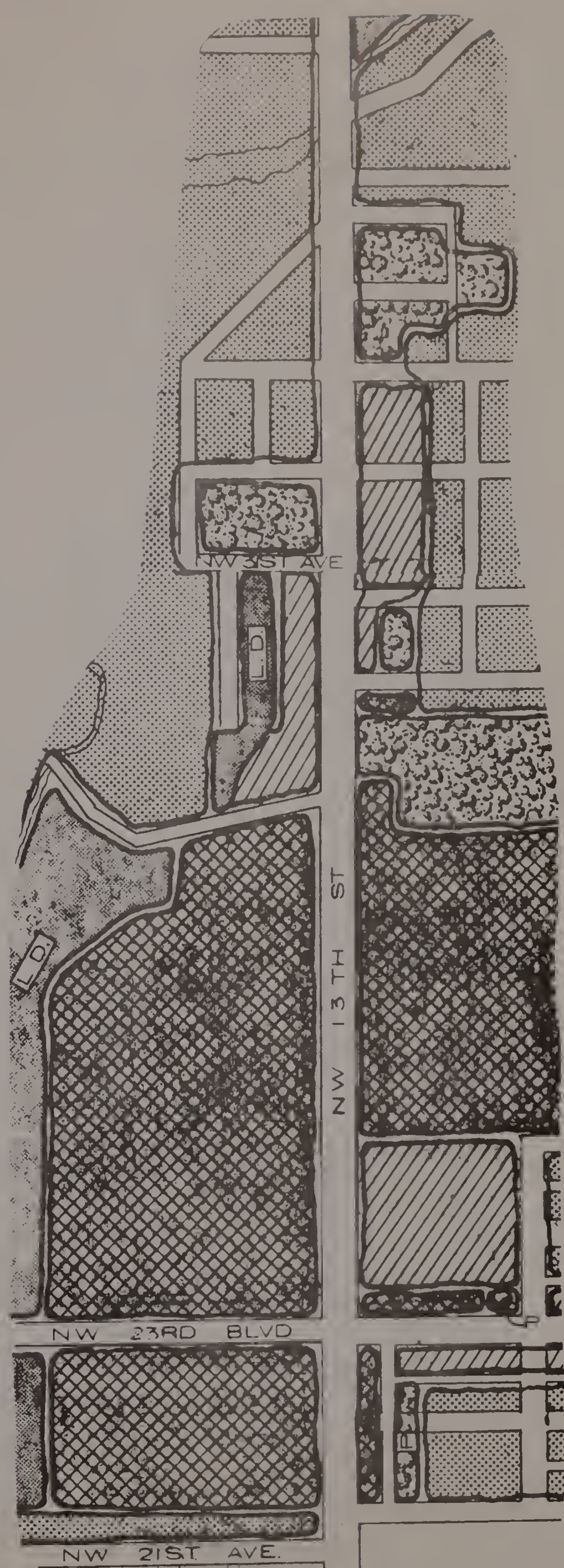


PROPOSED

3. <u>NW 13th Street - NW 8th Avenue to NW 22nd Avenue</u>

Existing

This strip area running along NW 13th Street is a mixed regional office and local convenience district with scattered residential uses. Several local convenience retail activities have grouped around the intersection of NW 13th Street and 16th Avenue.

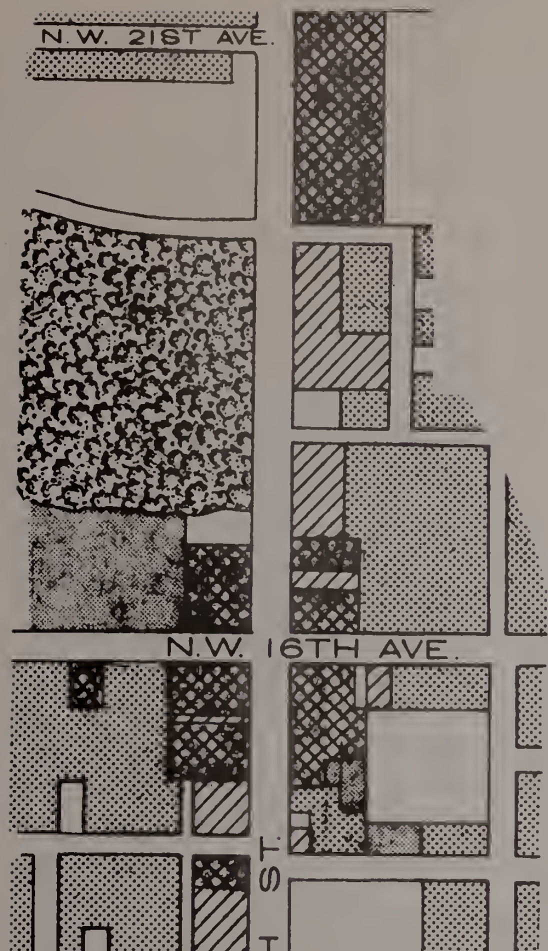
Future

There is an apparent "stepping down" of intensity along NW 13th Street north of NW 16th Avenue away from both 16th Avenue and 23rd Boulevard. It is recommended that this pattern be continued on existing vacant parcels in this area because of the presence of the high school and the existing traffic congestion caused by automotive turning movements along this section of NW 13th Street.

The existing residential development along 16th Avenue is substantial and should be protected against encroaching commercial. It is recommended that no further rezoning from residential uses to commercial uses be approved on NW 16th Avenue west of the intersection. Any such rezoning would provide an inroad to strip commercial development.

The frontage along NW 13th Street south of 16th Avenue is being utilized to a large degree for offices. The offices are well landscaped and blend well with nearby residential areas. It is therefore recommended that this use be continued.

It is recommended that the vacant parcel west of the Villa Ravine apartments on NW 16th Avenus be developed for low density apartment development as a step down to the nearby single family developments. This type of development would blend well with the existing topography and other physiographic features of this parcel.



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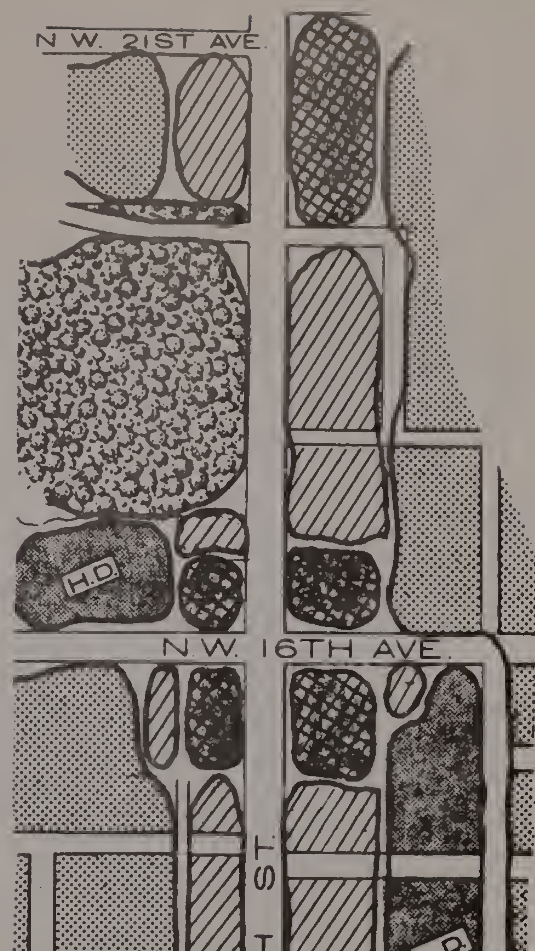


PROPOSED

4. NW 13th Street - University Avenue to NW 8th Avenue

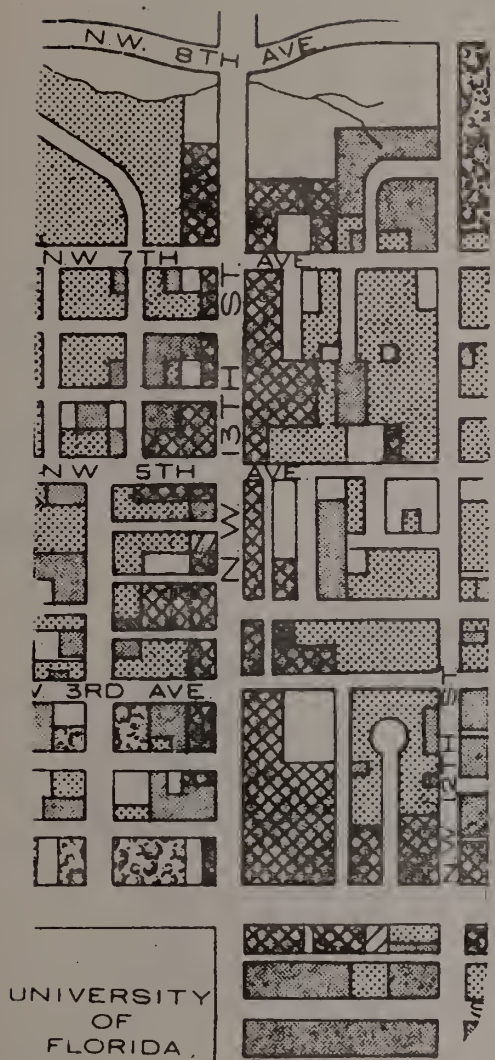
Existing

This commercial area is a mixed non-local retail strip with local convenience outlets catering mainly to a University - clientele. The commercial district is flanked on the east by a dilapidated high density residential area and on the west by an area of student occupied multiple family residences.

Future

It is of paramount importance to decrease the obvious detrimental effects this commercial strip is having upon the surrounding residential uses. Nearly all land fronting on NW 13th Street in this area has been developed, therefore redevelopment, at higher intensities, can be expected in the future. Stepping down of intensities from commercial to apartments to single family is depicted going east and west from NW 13th Street. Recommendations regarding street closings and off-street parking are illustrated in the future land use plan.

It is recommended that the vacant frontage along NW 13th Street just south of NW 8th Avenue be developed commercially. The existing steep slopes on these parcels, however, present some problems for development. It is recommended that the lower level, with limited 8th Avenue frontage be developed for offices as a "stepping down" of intensity away from 13th Street. It is also strongly recommended that no retail activities intrude into the office - oriented area north of NW 8th Avenue. The 8th Avenue overpass and the different land use characteristics north of 8th Avenue are logical physical and social bases for limiting retail activities south of 8th Avenue, not to mention the necessity of preventing further congestion of 13th Street which would result from the more intensive commercial uses.



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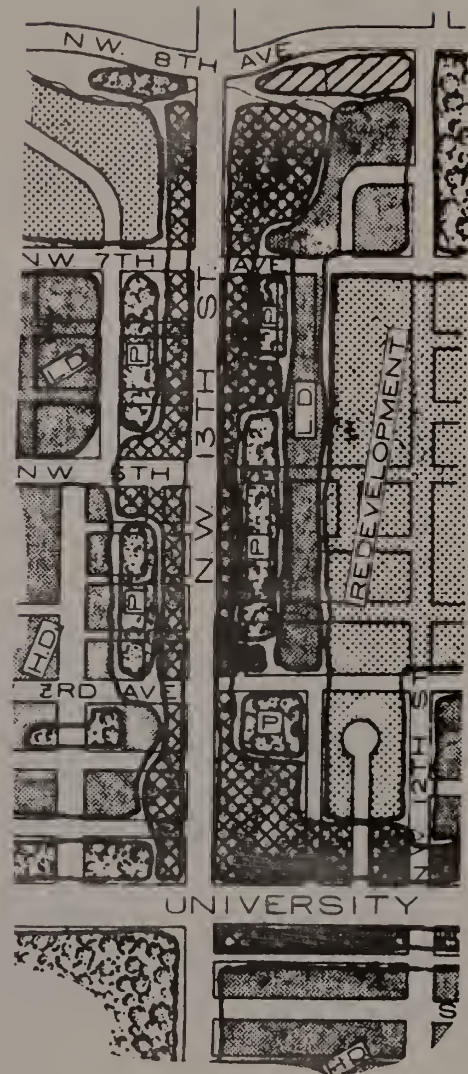
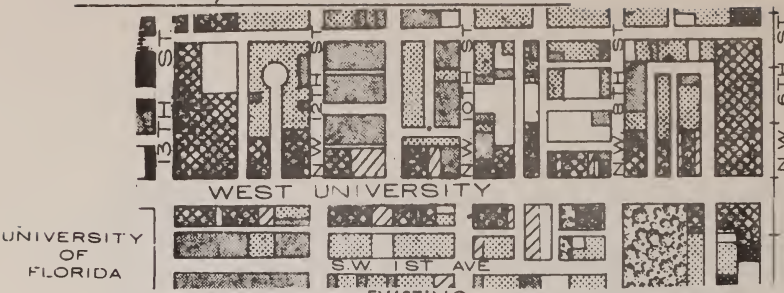


PROPOSED

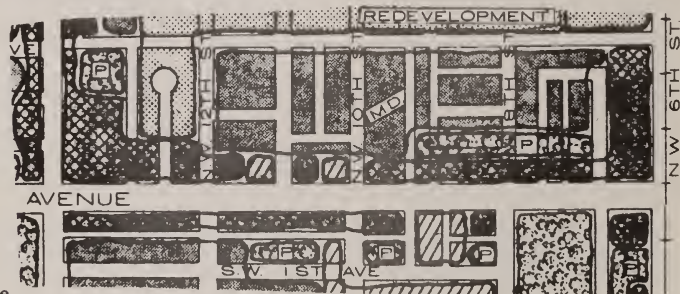
5. West University Avenue - 6th Street to 13th Street



EXISTING

Existing

This commercial district is a mixed student - oriented, general commercial and office area. Besides containing Santa Fe Junior College, such other tenants as a bank, several offices, retail clothing outlets, drug stores, restaurants, service stations, and other service outlets have located here. The commercial strip is surrounded on the north and south by a mixture of student - oriented multi - family dwellings and single family homes, with a medical district farther south.



Future

PROPOSED

It would be desirable, if possible, to change the character of this area to lesser intensive uses, such as offices. This is the major east-west traffic artery in the City, linking the two heaviest activity centers - the University and the Central Business District. The present traffic congestion on this artery will undoubtedly continue, which may well cause the area to suffer from competition from other more accessible commercial areas. Possible exclusion of on-street parking on University Avenue will probably be necessary to relieve congestion and to increase capacity of the street. Some redevelopment including street closings and provisions for off-street parking related to these businesses will be necessary to stimulate a better utilization of the area and bring economic stability to the area. The future land use plan illustrates some improvements and recommended land use relationships for this area which will eliminate much of the traffic congestion on University Avenue, a major east-west thoroughfare.

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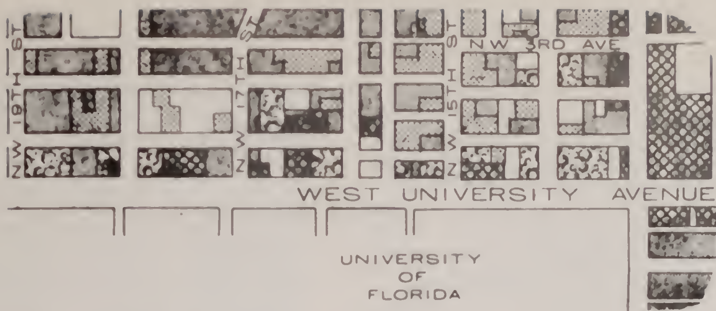
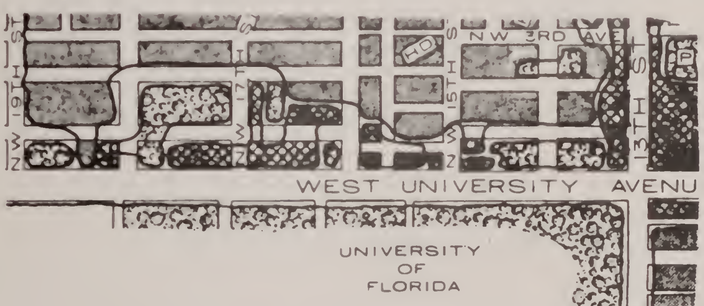


6 West University Avenue - West 13th Street to West 19th Street

Existing

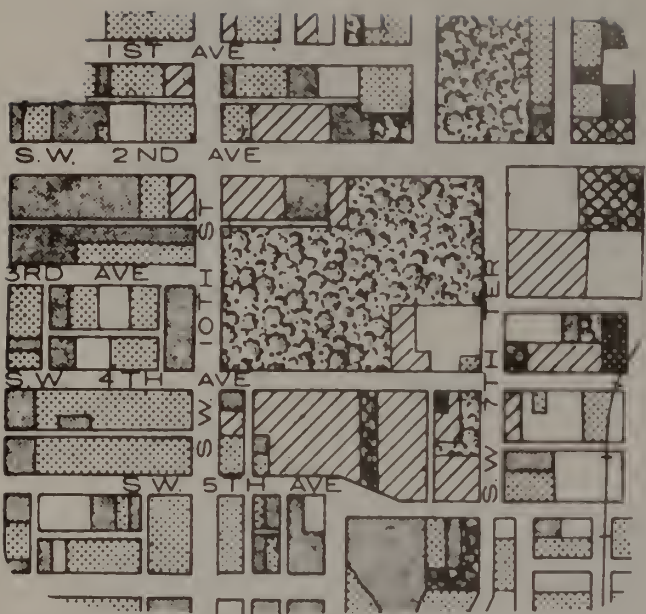
This commercial area is almost wholly oriented toward University student patronage. A wide variety of local convenience services and goods are offered, ranging from a convenience grocery store to a branch post office. The area immediately north to NW 5th Avenue is predominantly student oriented - multiple family residential in character.



Future

PROPOSED

It is strongly recommended that under no circumstances should additional commercial uses be permitted beyond the University Avenue frontages because the existing street network in the residential area north of University Avenue is insufficient to handle non-residential traffic, and commercial uses unquestionably have a blighting influence on residential uses. If additional land should become available it should be utilized for off-street parking as this is a major problem in the area now. Evidence has shown that students, as well as most other people, use their cars even if the store is within easy walking distance. Eventually the existing parking l[illegible]es on University Avenue in this area will, out of necessity, be required for moving [illegible]ditional traffic volumes and/or turning lanes. Future development should be of a character to complement the goods and services offered by the University, as well as, the physical make-up of the University structure.



EXISTING

PROPOSED

7. Southwest Medical District (Alachua General Hospital)

Existing

This area represents a large concentration of medical services. There are several vacant parcels of land available for office expansions. University - oriented apartment developments abut the medical area both to the west and south.

Future

The planned expansion of the Alachua General Hospital at its existing site will strengthen and solidify the district. The continued evolution of this area into a medical district could be encouraged. This grouping of similar and compatible uses is one of the principles stated previously. In addition, the planned extension of SW 6th Street south to SW 16th Avenue should also enhance the area by providing better access.

8. SW 13th Street - Archer Road to Bivens Arm

Existing

This area has developed as a highway oriented strip commercial district. It also serves the daily convenience needs of a student - oriented population, but largely serves a tourist and transient segment with restaurants and motel accommodations. The commercial strip is flanked by high density apartments along SW 16th Avenue, near Biven's Arm and on the west side of SW 13th Street. There are fine single family residential areas abutting the apartments and commercial areas in several instances.

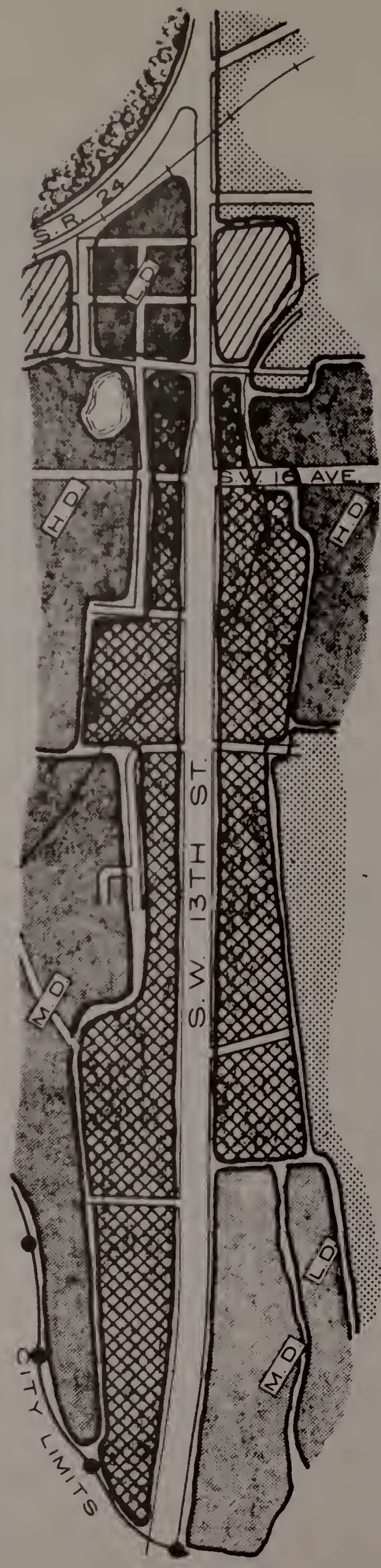
Future

A land use plan already adopted for this district designates the area immediately south of Archer Road and the Medical Center as an office center complementing and buffering the existing residential uses in the area. This use would act as a "step down" in intensity from the high density apartments abutting on the south, while providing land for compatible uses adjacent to the existing University and Veterans medical complexes on the west and north.

The proposed low density (8 units/acre) apartment land use in the southwest quadrant of the SW 13th Street and Archer Road intersection represents a step down in intensity from commercial on the south to a very busy and critical intersection. This use would also be a continuation of the present single family - low density apartment mix.

South of 16th Avenue on the west side of 13th Street the frontage is predominantly developed commercially with high density apartments to the west. It is recommended that east-west access to this area be improved as designated on the adopted SW 13th Street Land Use Plan. The land just south of the Holiday Inn on SW 14th Street is recommended for development into medium density apartments which is stepping down from the high density areas to the north thereby decreasing potential traffic congestion in the area. This area will likely be "land-locked" by commercial uses in the future.

EXISTING



PROPOSED

The large parcel of land along the west side of SW 13th Street just above Biven's Arm is designated for commercial uses. The land is presently zoned shopping center (SC). This frontage, through site plan approval, should be developed with a limited number of access points via service roads. This is necessary to insure this area of SW 13th Street against the congestion now apparent in the SW 13th Street at 16th Avenue area. It is recommended that the land just west of this area be developed for medium density apartments because of the demand for apartments in this general area and because of the natural lakeside setting forming a buffer between such a development and the single family residential south and west of the lake.

It is recommended that the large parcel of land next to Audubon Park fronting on SW 13th Street and abutting Seaboard Airline Railroad tracks be developed for low density residential use. Its proximity to a fine single family residential area, as well as, the many problems of circulation to and from the parcel, dictate a low intensity use. Its close proximity to the SW 9th Road and SW 13th Street intersection and site distance problems from the railroad overpass also prohibits a high traffic volume use. The aforementioned parcel together with the large parcel directly south, which is shown for office use, represent a "stepping down" of intensity in a very high traffic volume and congested SW 13th Street area.

The recently adopted SW 13th Street Land Use Plan shows the remaining frontage on the east side of 13th Street for commercial uses to a point just south of SW 25th Place. Medium density apartment development is indicated just above Biven's Arm. This is a "stepping down" of use from the commercial just to the north. A "stepping down" with low density multiple family from SW 13th Street east to the single family Kirkwood area is recommended for the area where medium high density multiple family would otherwise abut the single family residential area. In addition several existing natural buffers around the single family are retained.

9. NW 6th Street - 19th Lane to 30th Avenue

Existing

This is a scattered commercial area with some limited non- local outlets of wholesale vegteable and meats, lumber, offices, etc. There is a secondary local convenience area near NW 28th Avenue. This strip development is surrounded predominantly by a mixture of single family dwellings with a mixture of apartments in some areas.

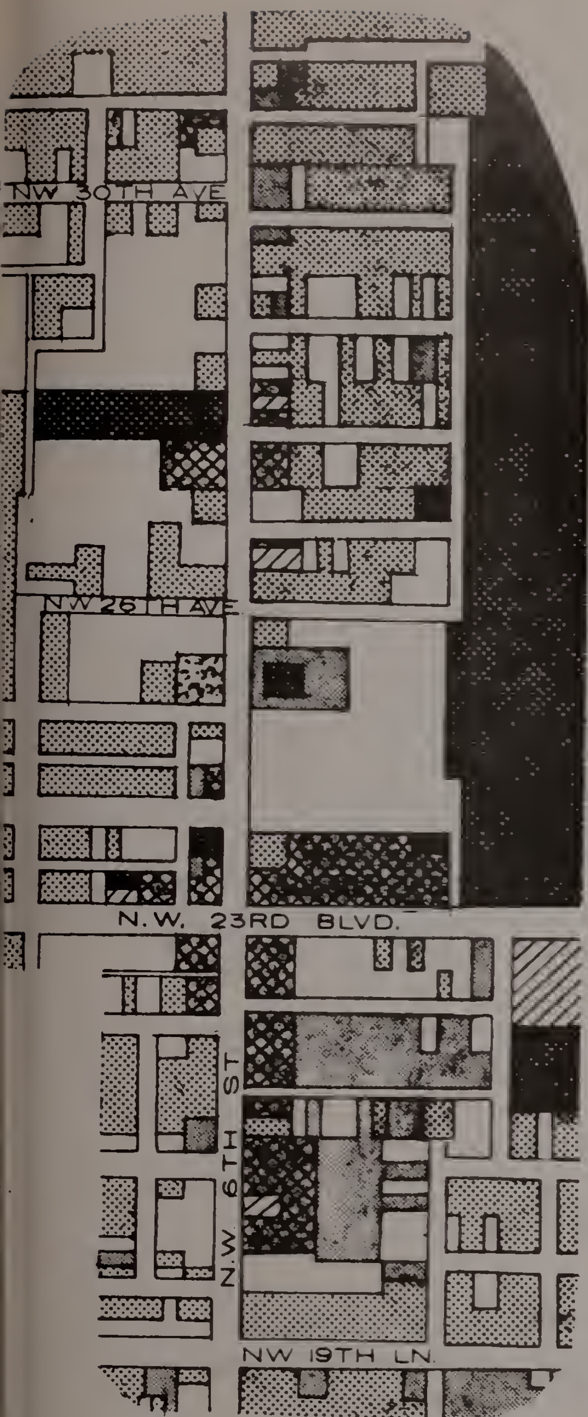
Future

It is recommended that only limited retail expansion be permitted in this area because of the close proximity of several large retail concentrations. As shown on the plan, the retail concentration at the corner of NW 6th Street and 23rd Boulevard should be buffered from existing single family areas by apartments and offices. This is a stepping down in use and helps to relieve traffic congestion at the intersection and forms a better transition to the single family developments.

Low density multiple family is proposed along NW 6th Street from 29th Avenue to 32nd Avenue. Some of this frontage has already been developed as such. A mixture of single family and duplex development is recommended in the areas shown which either abut commercial uses or apartments. This mixture has been proposed only in those areas where sufficient vacant land exist and where the potential for additional single family residences has waned.

The southeast quadrant of the NW 6th Street and 23rd Boulevard intersection presently has substantial apartment development. It is recommended that this development be encouraged because of surrounding non-residential land use on three of four sides.

The southwest quadrant should remain basically single family. The existing commercial on the southwest corner should be buffered from single family by the recommended office and apartment uses as shown.



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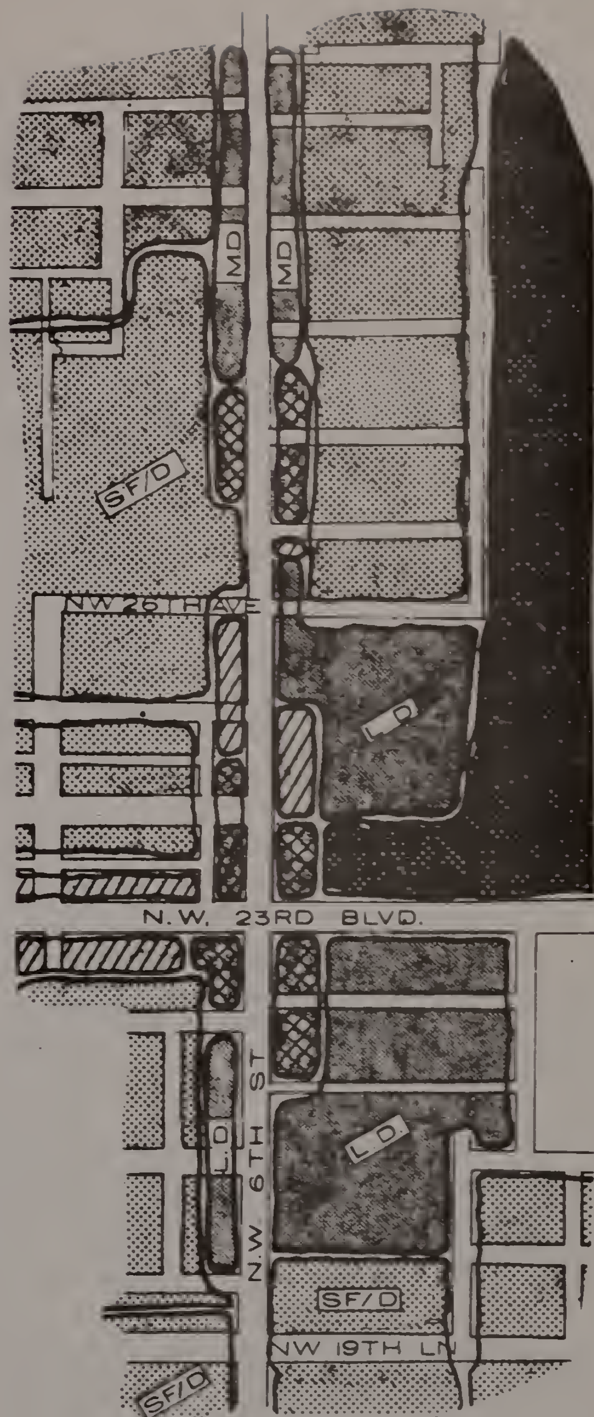


PROPOSED

10. NW 6th Street - 12th Avenue to 19th Lane

Existing

This commercial development has some limited community serving business with auto - oriented and local convenience stores as major drawing points. There is also a supermarket near the intersection of NW 6th Street on 16th Avenue. This intersection is surrounded by a mixture of single family and apartment dwellings.

Future

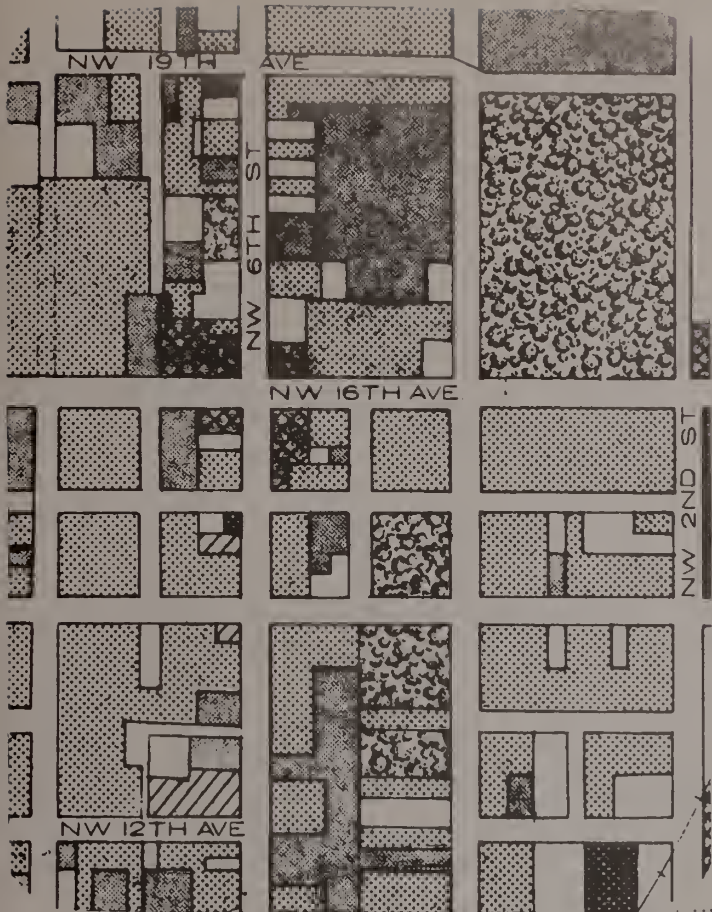
The plan shows a "stepping down" of intensity of uses away from the intersection. This practice not only protects the intersection from needless congestion and future capital expenditure for improvements but serves as a buffer to existing single family residences fronting on NW 6th Street and NW 16th Avenue.

The commercial activities in the northwest quadrant of NW 16th Avenue at 6th Street are buffered from single family by low density apartments. A mixture of single family - duplex development is recommended as shown because of the existing development and because of the number of vacant parcels on which new single family development is unlikely. A buffer of offices are recommended on the west side of 6th Street north of the commercial at 16th Avenue to provide a "stepping down" in intensity away from the intersection.

A large medium density apartment development exists north and east of this intersection, filling in a area between NW 6th Street and the elementary school. It is recommended that the remaining parcels in this area are developed in a similar manner.

The limited commercial development in the southeast quadrant of this intersection is presently surrounded by single family dwellings. The apartment trend in this area should be continued in the redevelopment of these areas, at least over to the more solidly developed residential east of 2nd Street

The frontage on NW 6th Street in the southwest quadrant is partially utilized for offices. It is recommended that the areas shown continue to develop for office uses. The interior area of this quadrant is basically single family in character and should be encouraged to remain as such.



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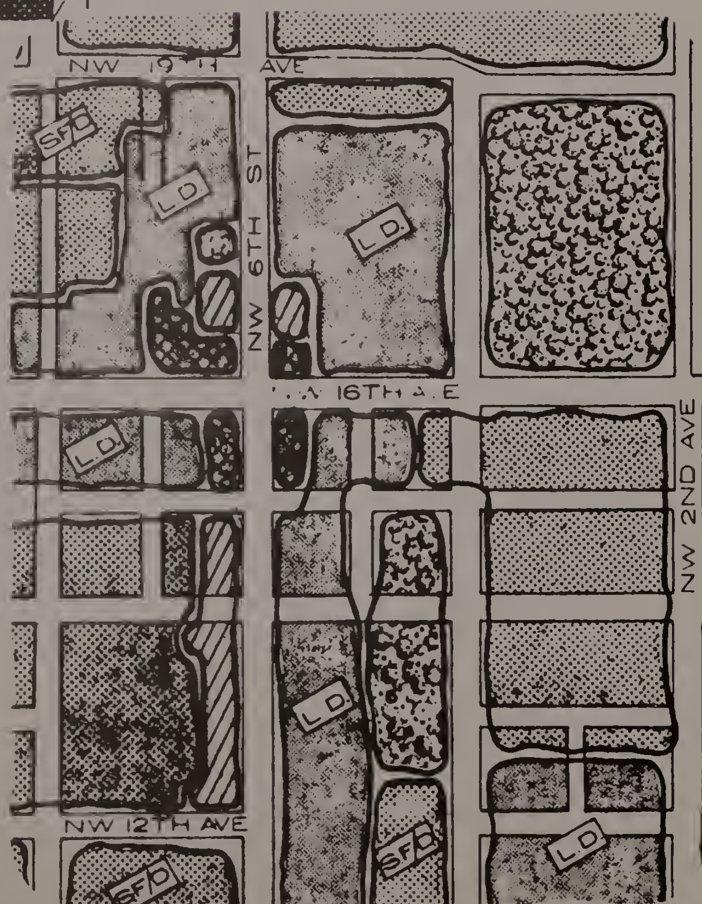


PROPOSED

11. NW 8th Avenue - NW 2nd Street to NW 6th Street

Existing

This area contains a undefinable mixture of commercial uses - neighborhood to regional in function. Many of the businesses are poorly buffered from surrounding residential areas contributing to residential blight. The traffic carrying capacity of NW 8th Avenue has been severely limited by uncontrolled access in this area. Active planning for the widening of 8th Avenue is underway.

Future

It is recommended that every effort be made to improve traffic and off-street parking in conjunction with the widening of 8th Avenue between Main Street and NW 6th Street.

The large area recommended for wholesaling is presently partially developed as such. It is felt that a continuation and expansion of these uses is desirable to serve the needs of the Gainesville Shopping Center and abutting Central Business District. The continuation of this trend would also tend to eliminate further retail expansion in the area, helping to insure the economic stability of both the Gainesville Shopping Center and the Central Business District.

Redevelopment will be necessary because of the blighted conditions south of the 8th Avenue frontage. A stepping down of intensity from commercial on the north side of 8th Avenue to office or multiple family along the south side of 8th Avenue is recommended as a buffer to the lower density residential areas to the south when such redevelopment occurs. The Gainesville Police Department will utilize the triangular area between the railroad and NW 6th Street.

Low density apartments are recommended as a buffer between the proposed warehousing district on the north side of NW 10th Avenue and the single family areas to the north and west. A "stepping down" from commercial uses on the northeast corner of NW 6th Street and 8th Avenue to offices and/or low density apartments is also proposed.

12. North Main Street - 16th Avenue to 23rd Boulevard

Existing

Substantial commercial development has occurred at the 16th Avenue and 23rd Boulevard intersections with North Main Street. Most of this development has been of a regional - serving nature: auto sales and services, an office, etc., although local convenience centers exist near the corners, onboth 16th Avenue and 23rd Boulevard.

Future

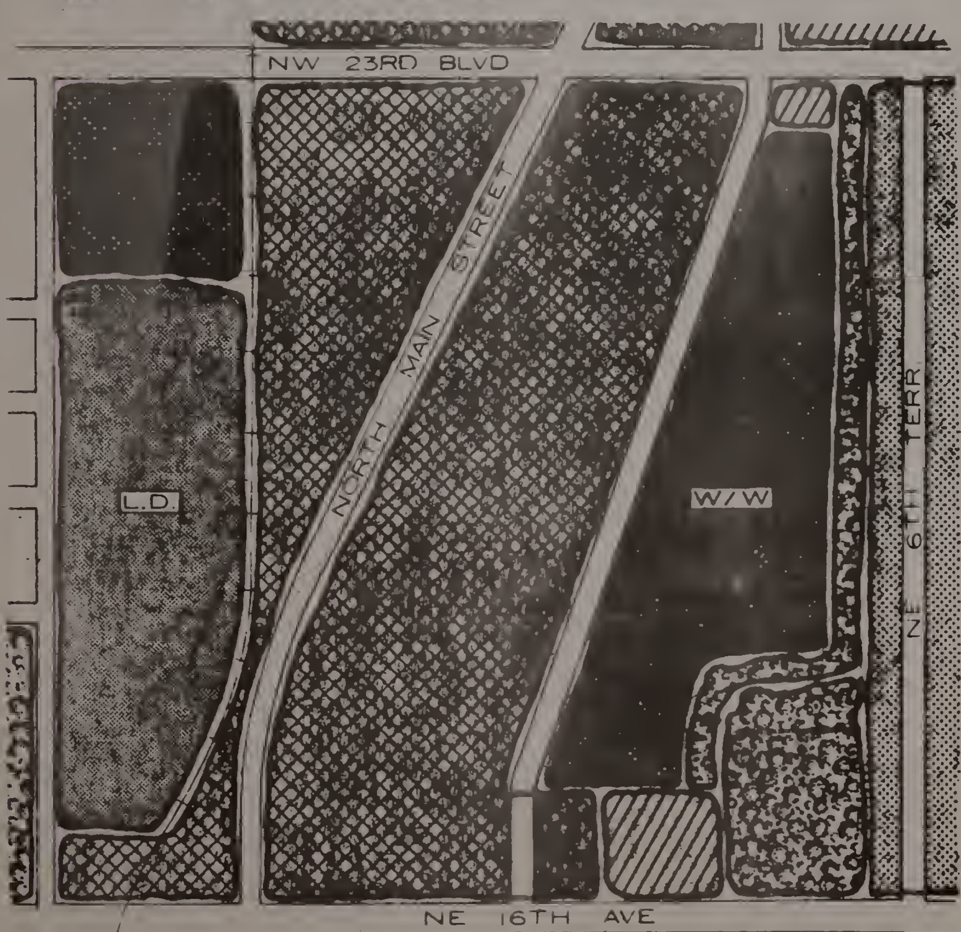
The predominant trend in the intervening area on Main Street from a point south of 16th Avenue north to 23rd Boulevard has been toward auto sales and services. These large land users require fewer ingress and egress points onto major streets than many other uses. It is recommended that auto uses continue to locate in this area to provide a concentration or grouping of similar and compatible uses, a principle stated previously. Development as such would make comparison shopping for automobiles much less difficult, while residents would more readily associate auto sales and services with this area.

While not specifically Main Street frontage, the extension of NE 2nd Street is expected to stimulate wholesaling and warehousing developments in the area immediately east of the Main Street frontage. A wide dedicated buffer strip has been provided between the single family area abutting on the east and this wholesaling - warehousing area.

The recommended stepping down of intensities along 16th and 23rd Avenues away from Main Street is necessary to preserve the traffic handling capacities of these two intersections, while insuring against the possible continuation of strip commercial uses into the surrounding residential areas. On 16th Avenue the Northeast Park and the church and school provide logical easterly limits to commercial expansion along this thoroughfare. The Sidney Lanier Elementary School and the petroleum dealership on 16th Avenue west of Main Street provide logical barriers to commercial uses and buffers to adjacent residential uses.

On the south side frontage of 23rd Avenue, offices are recommended to provide a buffer east of Main Street between the commercial uses on Main Street and the residential development to the east. A similar buffer should also be provided on the north side. On the west side of Main Street, the commercial development adjoins an existing and proposed industrial district.

EXISTING



PROPOSED

13. North Main Street - 7th Avenue to 16th Avenue

Existing

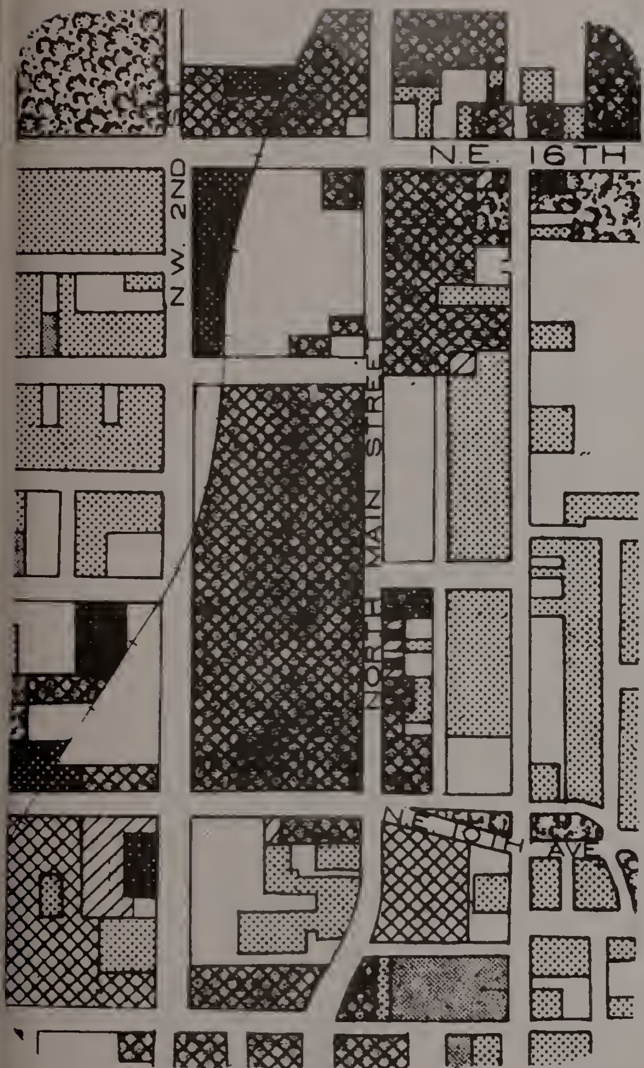
This area, together with the Gainesville Shopping Center, functions primarily as a sub-regional commercial district. In addition it provides a wide range of local convenience goods and services. The strip area north and east of the Gainesville Shopping Center is a continuation of the auto sales and service trend north on Main Street. Considerable traffic congestion exists due to numerous access points onto Main Street in this area.

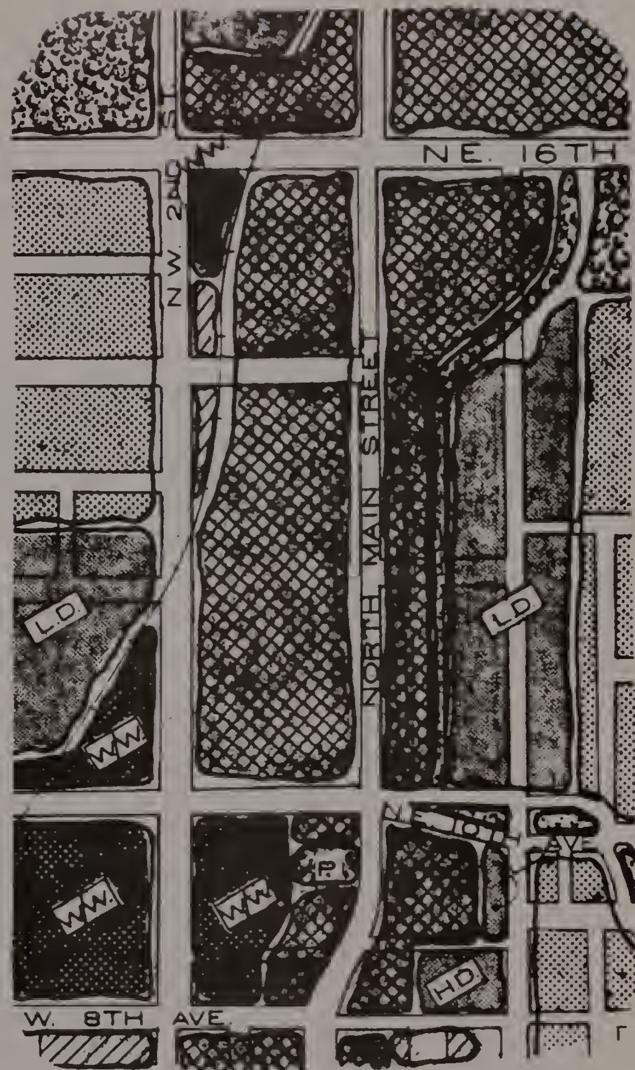
Future

It is recommended that there be no further intensification of commercial activities because of the close proximity of the Central Business District. The single family area immediately northwest of the Gainesville Shopping Center should remain as such. No inroads of apartments have occurred here, but low density apartments are recommended as a buffer between the wholesaling and single family area.

Low density apartments are recommended east of North Main Street as a buffer between the commercial frontage and single family area to the east. The realignment of NE 2nd Street and the existing Northeast Park will provide for a logical termination of commercial uses along NE 16th Avenue.

The high rise apartment building for the elderly, together with the recommended low density apartments abutting on the north, will provide a buffer between the existing commercial and the single family residential area to the east. Wholesaling/warehousing uses are recommended west of Main between 8th and 10th Avenues except for the development commercial along the frontage at these intersections. This would be a continuation of the trend already established in this and the adjoining area to the west, which was discussed earlier.





EXISTING

PROPOSED

14. Waldo Road - NE 13th Avenue to NE 23rd Boulevard

Existing

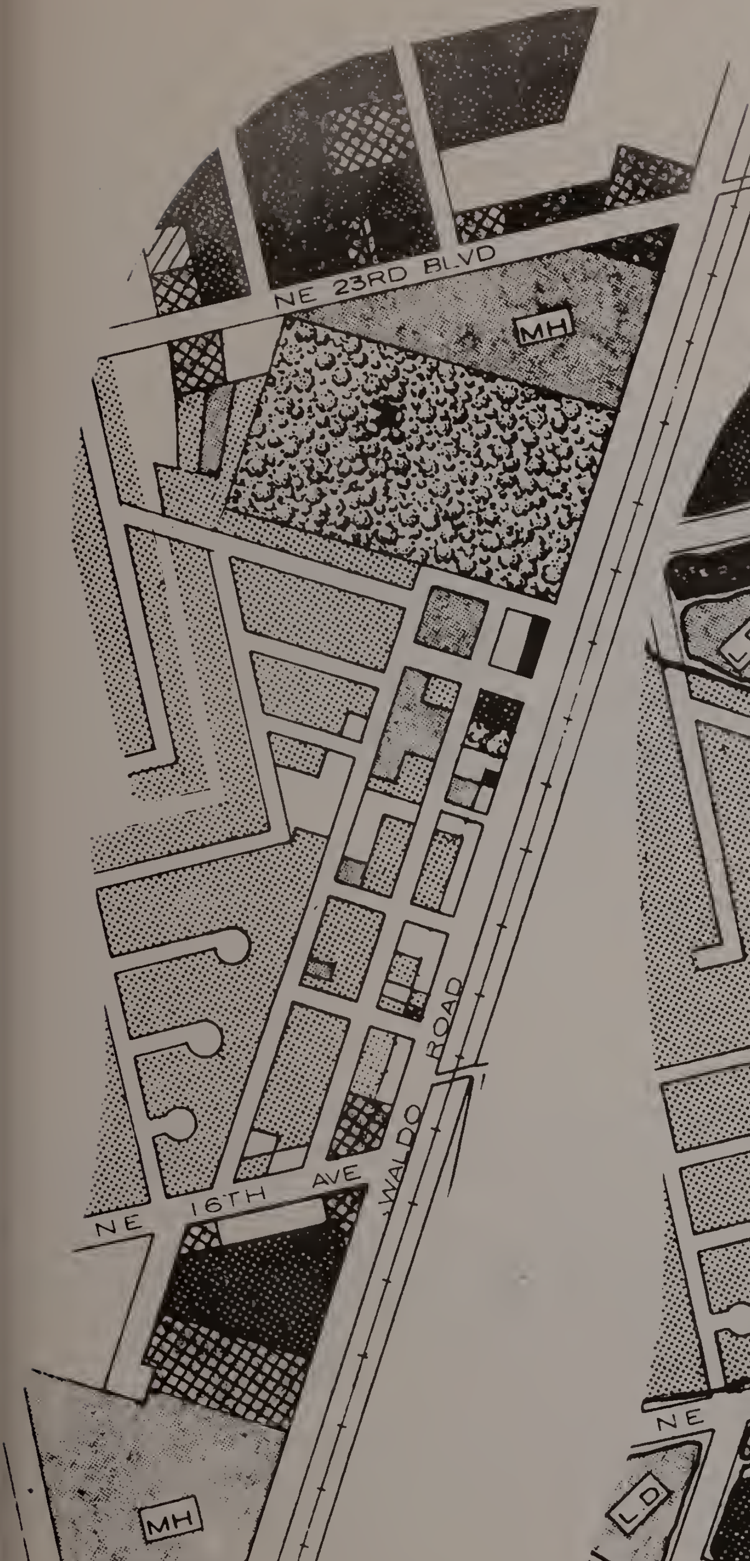
This area has a conglomeration of unrelated commercial activities ranging from local convenience to regional services. Improvements to Waldo Road and NE 23rd Boulevard are presently underway. The widening of Waldo Road has necessitated the acquisition of much marginal frontage and has provided the opportunity for the orderly redevelopment of the frontage.

Future

It is recommended that commercial development be limited to Waldo Road at the 16th Avenue and 23rd Boulevard intersections, and that the area fronting on Waldo Road between 16th Avenue and 23rd Boulevard be developed as low density apartments as shown. This would prevent commercial uses from developing with their rear fronting the existing apartment uses, while providing a stepping down of intensities from the intersections. The dwellings should "back lot" on Waldo Road, fronting existing and proposed apartments and single family on NE 17th Way.

In the event that the mobile home park on 23rd Boulevard is "phased out", it is recommended that this area be used for a continuation of warehousing because the irregularly shaped mobile home park is presently out of context with the existing and proposed land uses for this area. The scattered commercial along 23rd Boulevard west of Waldo Road should be eliminated. Studies have shown that most industrial firms do not benefit by the close proximity of high traffic volume commercial enterprises and vice versa.

The area directly north of Citizen's Field on Waldo Road should continue as a mobile home park with light industry and/or warehousing, as shown, north of the park. The public and semi-public uses provide a buffer to the mobile home park to the south. A low density multi-family buffer is recommended on the south side of 16th Avenue between the commercial uses and the existing single family residential farther west on 16th Avenue.



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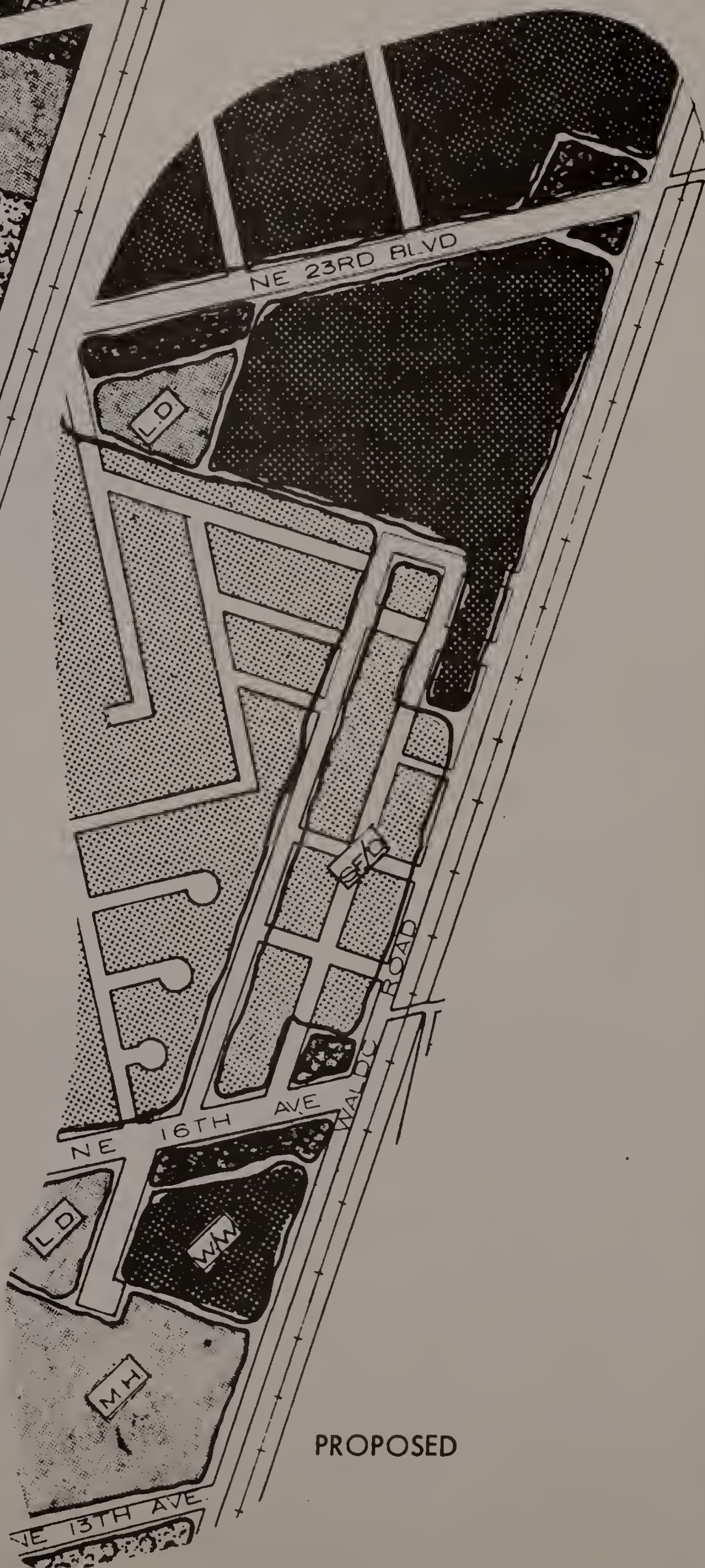


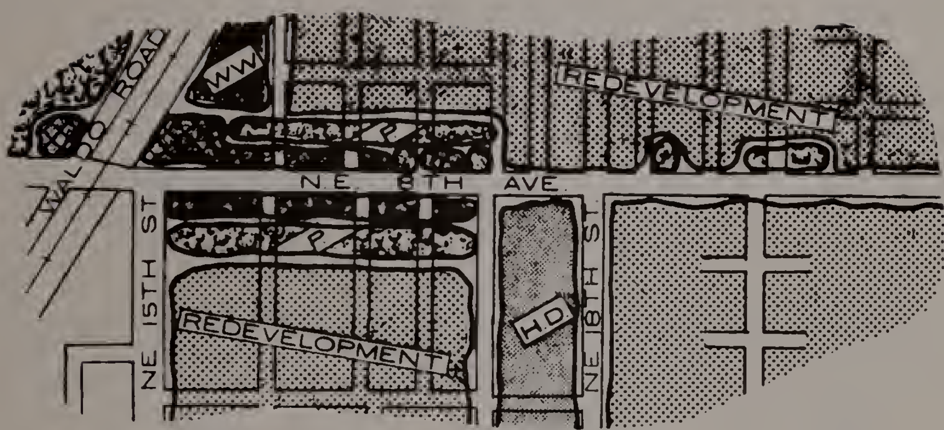
PROPOSED

EXISTING

15. NE 8th Avenue - East of Waldo Road

Existing

This area contains a newly completed, planned local convenience center plus several scattered, marginal commercial outlets. Many of the dwellings in this area are dilapidated while one large church - sponsored, low-rent housing complex has recently been constructed.

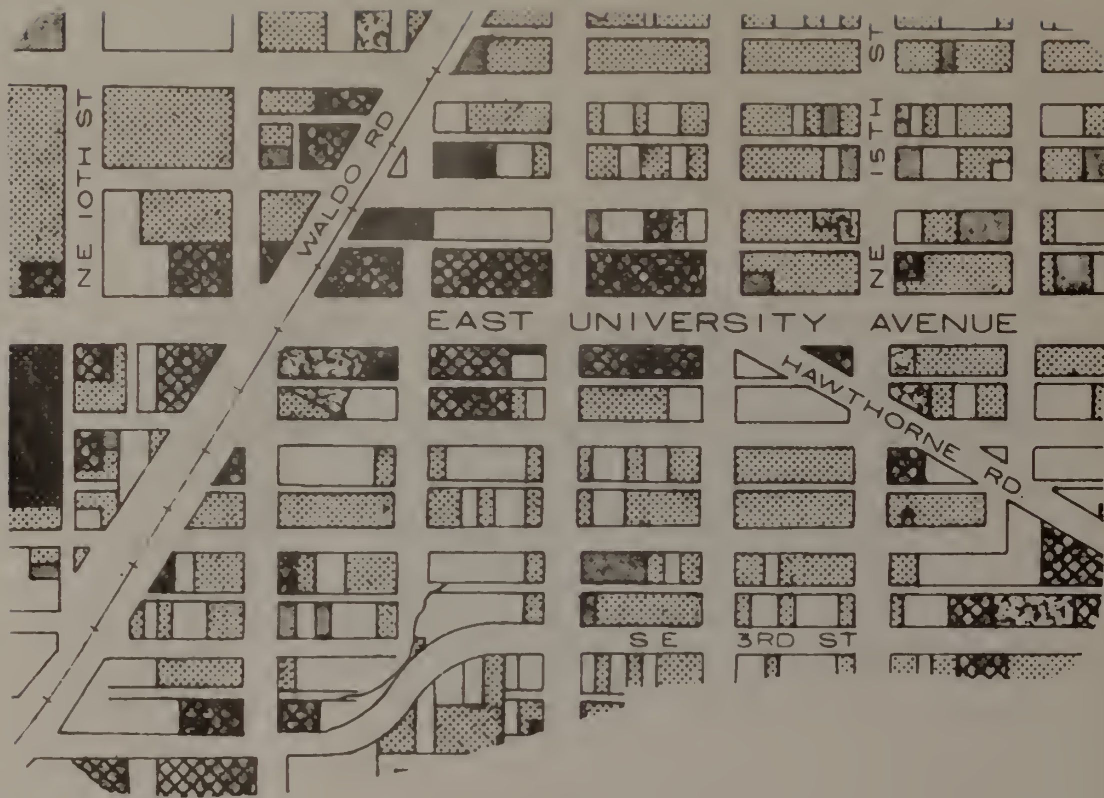


PROPOSED

Future

It is recommended that all scattered commercial uses east of NE 17th Terrace be phased out. The commercial uses in this area are dilapidated and incompatible with surrounding residential uses. The remaining commercial frontage should be bolstered by the addition of off- street parking as shown in the plan. The existing warehousing and light industry north along the railroad, some of which is relatively new, provides a basis for a continuation of this usage.

Every effort should be made to redevelop the areas north and south of NE 8th Avenue for residential purposes. The large area between NE 10th Avenue and the Sunland Training Center is presently being subdivided for new single family use.



EXISTING

16. East University Avenue Near Waldo Road

Existing

This commercial area contains several local convenience goods and service outlets, but also caters to a larger regional market in many instances. The surrounding residential area is marginal and has been selected as a potential target area for a Federally assisted Concentrated Code Enforcement Program.

PROPOSED

Future

There is a considerable amount of vacant land in this area. It is recommended that some of this land be used for off-street parking. The recommended closing of SE 12th and 14th Streets on the southside of University Avenue will provide additional room for parking and commercial redevelopment in this area.

The possible relocation of the railroad from West 6th Street to the Waldo Road area may require additional freight terminal space in this area. It is recommended that such expansion, if needed, be localized in the triangular area on the northeast corner of the intersection of Waldo Road and University Avenue. The commercial development at the intersection of South Waldo Road and SE 4th Avenue should be buffered from the existing surrounding single family areas by low density apartments.

17. Hawthorne Road - University Avenue to SE 24th Street

Existing

This commercial area contains scattered commercial uses ranging from local convenience outlets to regional businesses. Many of the businesses are of a non-center character. There are tentative plans for improving this thoroughfare.

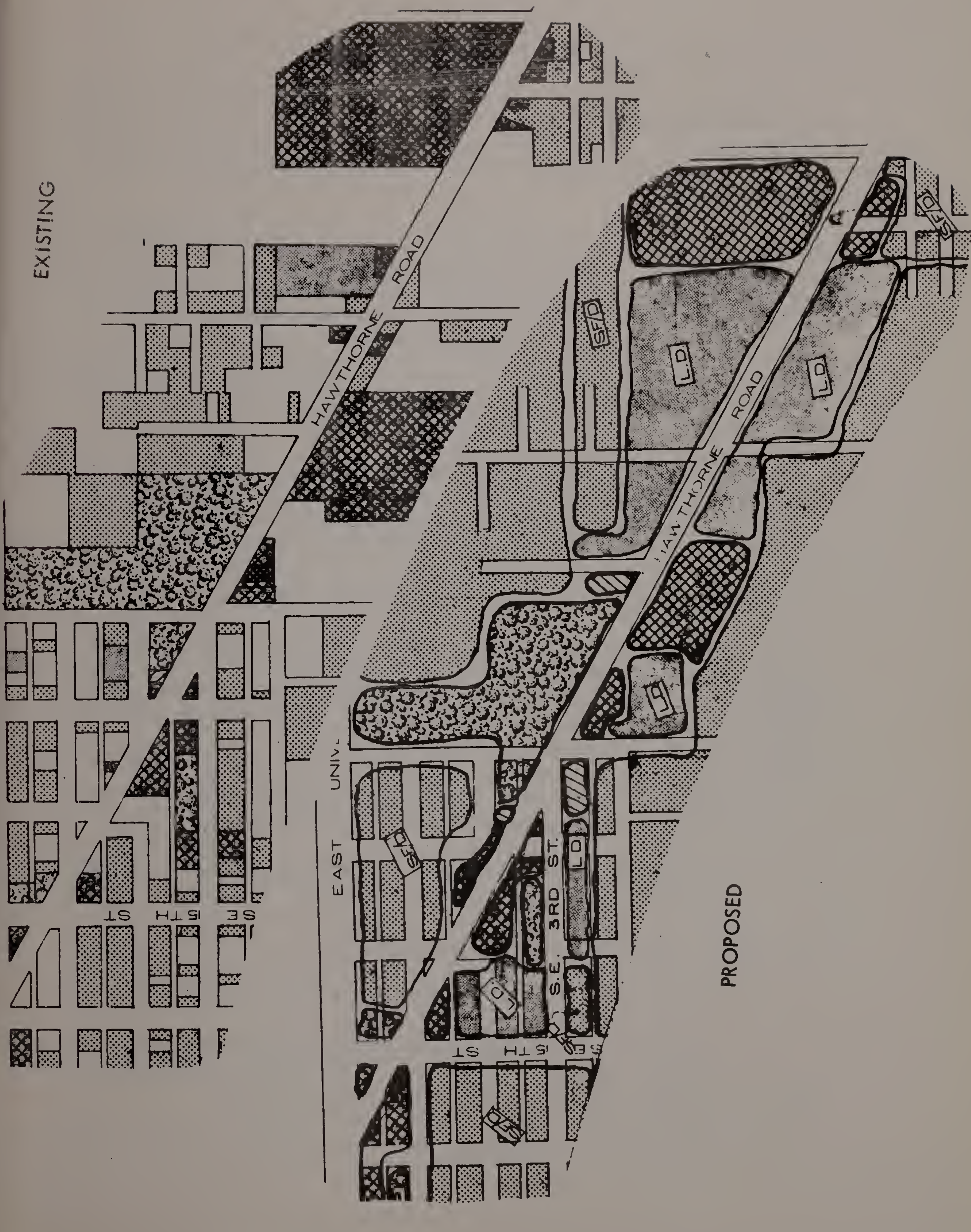
Future

It is of paramount importance to existing and future commercial development to provide for good paved off-street parking areas which are well landscaped. It is recommended that there be some relief in the intensity of land use and traffic movements along Hawthorne Road so that the street can function as a thoroughfare carrying "through" traffic.

The existing commercial uses on the south side of Hawthorne Road near SE 3rd Avenue should be buffered from single family uses by low density multiple family uses. It is also recommended that the frontage east of the nursery be used for apartments to provide relief from the higher intensity commercial uses on either side and to allow for better traffic movements in this area.

The future development of the north side of Hawthorne Road will be shaped by the two large existing land users: the School Board and the drive-in theater. It is recommended that the frontage west of the school property be used for offices and low traffic generating commercial in order to allow the intersections of Hawthorne Road and University Avenue and 15th Street to function properly.

The frontage immediately east of the school property is recommended for office use. Low density multiple family is recommended on the frontage between the drive-in theater and the office frontage next to the school property. This is similar and compatible to the uses recommended across the street. Single family uses, already the predominant use away from the frontages on Hawthorne Road, should be encouraged through sound street and utility development.


EXISTING
HAWTHORNE ROAD
EAST UNIVERSITY
SE 15TH ST
PROPOSED
HAWTHORNE ROAD
EAST UNIV
S.E. 3RD ST.
SE 15TH ST
SF/D
L.D

Planned Shopping Centers

During the rapidly growing past decade, shopping centers have located somewhat prematurely and off-center to their market areas. Several large centers have grouped around two or three major intersections, causing serious traffic problems resulting in increased taxpayer outlays for community facilities improvements in and around these areas.

Several new shopping centers have been developed with a seemingly indifferent attitude toward proper landscaping and buffering from adjacent land uses. Large expanses of off-street parking have been left totally open to the public eye. There has been a lack of pedestrian - oriented open space and amenities. Most existing planned centers have been designed with the stores in a linear orientation. Shops are continuous along several hundred feet of sidewalks, making comparison shopping difficult. Auto transportation within the center for comparison shopping is a common, however unsafe, occurrence.

The incorporation of the following recommendations for the development of future shopping centers would do much to encourage the type of healthy comparison shopping centers that Gainesville will require to keep the City young and vibrant.

New Shopping Center Justification Through a Market Analysis

Future development of new shopping centers in the Gainesville Urban Area should be based upon proof that the need and demand for it exists. The determination of a proposed shopping center's likely success or failure and its initial and ultimate size is a necessity to insure the investment of the owner and future tenants. The purpose of the market analysis is two-fold:

1. To test the market area of the proposed shopping center to determine whether a center could be justified now; and

2. If justified, to size the center in terms of square footage, land area, type and size of stores.

The market analysis requires the following steps:

1. Determination of the <u>trade area</u> of the proposed shopping center;

2. Determination of the <u>number of families</u> now living in the trade area and those estimated to be added to the area over an established period of time;

3. Determination of the <u>income of the families</u> living in the trade area;

4. Total family income for the trade area must be reduced to expendable income for shopping center-type goods and services;

5. The trade area must then be analyzed in terms of competition; and

6. The proposed center must be analyzed in terms of type and size of stores and volume of business.

The market analysis is a necessary pre-requisite for shopping center justification because a new center cannot create new buying power. It can only attract customers from existing centers and districts and/or capture the increase in shopping center-type expenditures through population growth in its market area.

Time Limit on Site Plan Approval

Presently, site plan approval of a proposed shopping center is effective for an indefinite length of time. The ownership of the land and the architectural style may change several times over a period of years before the center is actually built. Ordinance changes do not retroactively affect past site plan approval requirements. For example, a site plan approved ten years ago requiring a parking to building ratio of 2:1 cannot be compelled to meet the existing ratio of 3:1. Other changes in technology often render past site plan requirements outdated or inadequate.

A reasonable time limit for shopping center site plan implementation should be set. This specification would not only insure the contemporary adequacy of the development and its ultimate success and longevity, but it would likely lessen the chance of over-speculation in areas already adequately served commercially.

The site plan time limit together with market analysis requirements will tend to stem the tide of over-speculation and over competition, resulting in unnecessary groupings of individual shopping centers and commercial districts in a given trade area.

Off-Street Parking and Landscaping

The adoption of a minimum off-street parking   landscape ordinance would do much to enhance and preserve existing and future commercial developments. The City Plan Board is presently working to adopt such an ordinance.

Market Analysis for Other Commercial Use Groups

The market analysis field has been extended to land uses other than shopping centers. The market analyst's work may involve the study of a complete range of uses including the location and justification of such varied uses as drive - in

theatres, gas stations, auto dealer, and lumber yards. The use of market analyses is also becoming more and more prevalent bacause investment companies require that a market analysis be made to justify their investment of risk capital.

Even though the requirement of a market analysis may be limited to shopping centers initially, extreme care should be used in evaluating requests for zoning of other use groups. As soon as practical, the requirements should be extended to all commercial use groups. In the meantime, applicants for zoning should have sufficient evidence of a need for the development of the particular use applied for.

The market analyst should work closely with the planning staff to insure the proper correlation of the market area of proposed centers and districts with the market areas of existing shopping centers and districts. If a proper correlation is not achieved, unnecessary displacement of existing or proposed commercial uses may result.

Existing Planned Shopping Centers

The following illustration shows all existing planned shopping centers. Each center has a number corresponding to the following text material pertaining to each planned shopping center.

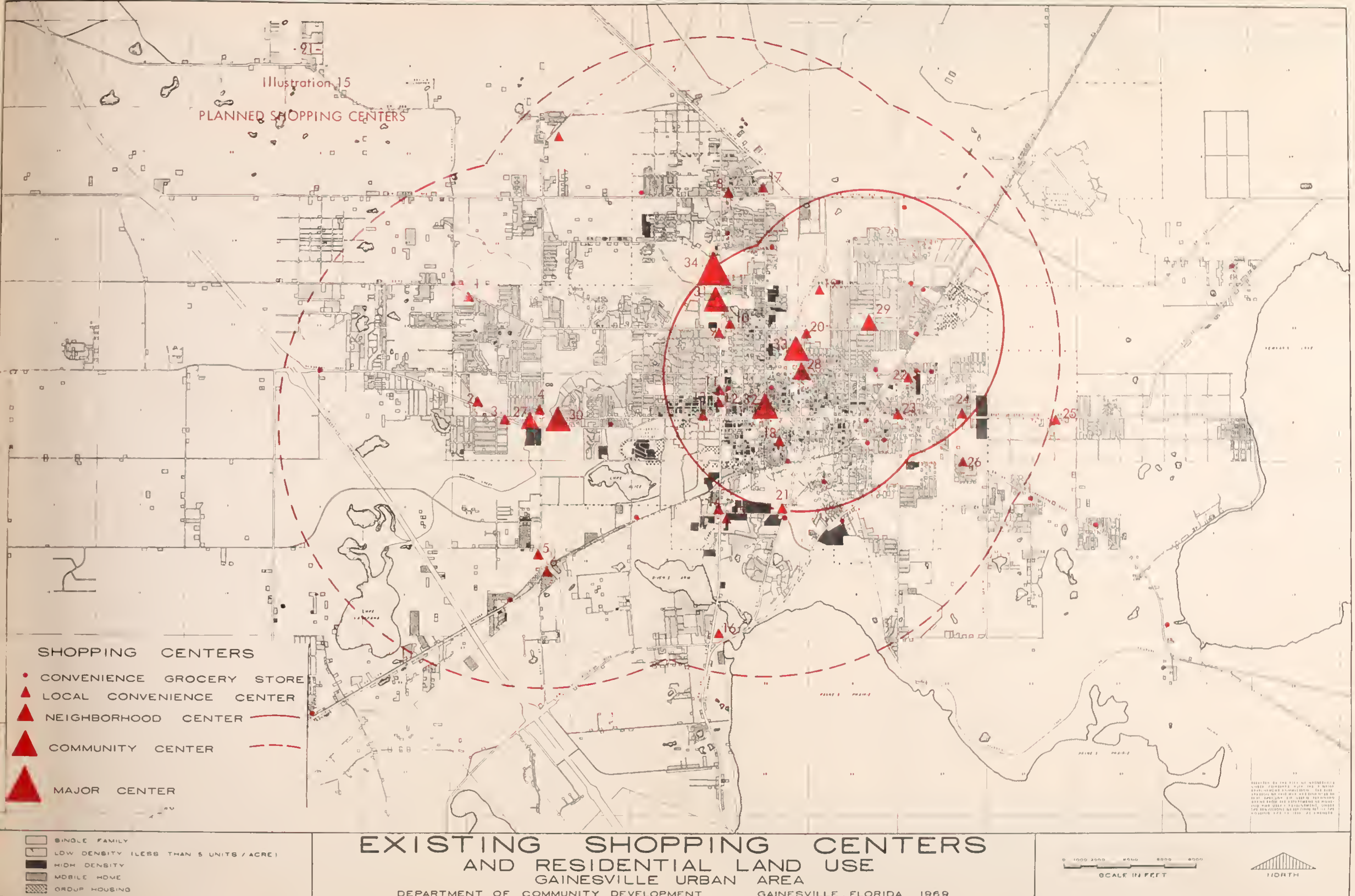


Illustration 15
PLANNED SHOPPING CENTERS
SHOPPING CENTERS
CONVENIENCE GROCERY STORE
LOCAL CONVENIENCE CENTER
NEIGHBORHOOD CENTER
COMMUNITY CENTER
MAJOR CENTER
SINGLE FAMILY
LOW DENSITY (LESS THAN 5 UNITS / ACRE)
HIGH DENSITY
MOBILE HOME
GROUP HOUSING
EXISTING SHOPPING CENTERS
AND RESIDENTIAL LAND USE
GAINESVILLE URBAN AREA
DEPARTMENT OF COMMUNITY DEVELOPMENT GAINESVILLE, FLORIDA 1969
SCALE IN FEET
NORTH

TABLE 12
SHOPPING CENTER STANDARDS

TYPE OF CENTER	NO. OF FAMILIES SERVED	PREFERRED SITE SIZE	PREFERRED SERVICE RADIUS	MAJOR TENANT	MAJOR TRANS. TO STORES	LOCATED ON TYPE OF STREET
Local Convenience Center	minimum of 500 families	1-1/2 acres	1/2 mile	Convenience grocery store plus other personal services	Pedestrian and Automobile	Along major thoroughfare or at intersection of collector streets and major thoroughfare
Neighborhood Center	minimum of 1,500 families	3-5 acres	1 1/2 mile	Supermarket of drug store	Automobile	Intersection of two major thoroughfares
Community Center	minimum of 5,000 families	8-15 acres	3-5 miles	Supermarket, variety or junior department store	Automobile	Intersection major Highways or Expressways
Major Shopping Center	minimum of 100,000 families	25+ acres	8 + miles	Major Department Stores and complete lines of comparison Shopping and personal services	Automobile	Major Highways or Expressways

Source: Planning Division Standards

Local Convenience Centers

1. <u>NW 16th Avenue at Millhopper Road</u>

Existing

This development is presently a local convenience center with a convenience grocery store as its major tenant. It is located in a large vacant parcel of land zoned shopping center, the remaining portion of which is presently being considered as a hospital site.

Future

This area has many of the characteristics desirable for the location of a neighborhood level shopping center. It is central to a large developing residential area, which is not now conveniently served by such a center. It is also at the intersection of two major streets which service the residential area. At the same time, it is far enough away for other neighborhood centers so as not to detract from their service area. Therefore, it is recommended that in the event the hospital does not acquire the shopping center site that it be considered for development. However, the size is far in excess of what would be needed and alternative uses, perhaps a buffer of low density apartments could be considered. If the hospital does develop, consideration should be given to an alternative site in this general area.

2. <u>State Road 26 - Newberry Road</u>

Existing

This development is presently a planned local convenience center which is partially vacant. A convenience grocery store is the major tenant.

Future

It is recommended that until the vacant floor space is utilized no expansion of the convenience functions in this area take place. There is a likelihood that adjacent land will be developed to include offices. However, this center should remain as a local convenience center because of its peculiar location with respect to the thoroughfares and because the existing and planned non-local centers in the area will more than adequately serve the non-local or comparison goods need of the people in this area of Gainesville. Presently, the center suffers from the fact that it is not really convenient to any substantial residential development, but the developing apartment complex across the road will change this situation.

3. West University Avenue at 37th Street

Existing

This is a local convenience center containing a convenience grocery store, personal services and offices.

Future

This development should continue to serve a low intensity, local convenience function because of the proximity of the larger non-local commercial developments to the north and east and because of its limited access with respect to a complicated intersection. The presence of adjoining residential developments is also a reason for limiting the intensity of this center.

4. Northwest Corner of West University Avenue at 34th Street

Existing

The growth of this center has been stimulated by the development of the larger adjoining centers. It functions basically as a local convenience center, although some tenants draw business from a much larger market area. The center is fully developed and contains a meat store, a convenience grocery store, a restaurant, an office, a gas station, and other tenants.

Future

It is expected that this center will continue to serve basically a local convenience function. Because of serious traffic congestion in this area, it is recommended that ingress and egress points to off-street parking be reduced and landscaping incorporated to buffer parking areas. If possible, it is recommended that a buffer be developed behind this center to protect the existing residential area north of the creek.

5. SW 34th Street at SW 20th Avenue

Existing

This recently opened local center has a convenience grocery store as its major tenant. It is strategically located to serve several mobile home parks in this area, and is buffered with offices on three sides.

Future

It is recommended that this center remain a local convenience center with some possible expansion of personal services in the future, as the need arises. However,

care should be taken that this center not become the stimulus for strip commercial in this area.

6. SW 34th Street at Archer Road

Existing

The commercial development at this location presently serves a local convenience function with non-local businesses across the street. There is vacant commercially zoned land across the street from the existing commercial development.

Future

This is a strategic intersection in the southwestern quadrant of the Urban Area. The surrounding area is rapidly developing in mobile homes and apartments. A neighborhood center with a supermarket could evolve near the existing local convenience function as this area develops. This area is reasonable for the location of such a center, but care should be taken that it not expand beyond a neighborhood center because of the inadequacy of existing streets and its close proximity to the Westgate complex.

7. NW 34th Street, Extended

Existing

This development is a local convenience center. There is a vast amount of adjacent land commercially zoned for possible future expansion.

Future

It is recommended that the local convenience center gradually evolve into a neighborhood center with a supermarket as the major tenant if sufficient residential development continues in this area. No larger center than a neighborhood is advised, because it would not be centrally located to a larger service area, nor on a adequate street network.

8. NW 13th Street Near 41st Avenue

Existing

This is a local convenience center serving a limited residential area. The surrounding land is mostly developed.

Future

It is recommended that this center remain a local convenience function in keeping

with the general role of this commercial area as discussed in the strip commercial maps. Adequate landscaping is a recommended step for the improvement of its appearance.

9 & 10. NW 13th Street at 16th Avenue

Existing

These centers are basically local convenience in nature even though they are located in a mixed commercial area. The center on the southwest corner is very complete and contains several tenants which serve a large market area. The center located on the northeast corner serves basically local convenience functions.

Future

These centers should be limited to local convenience sizes in order to lessen traffic congestion at this intersection as well as protect surrounding residential areas (see discussion in strip map number 3).

11 & 12. NW 13th Street at 5th Avenue

Existing

These small centers contain convenience grocery stores and limited service uses. They serve basically the University - oriented population and the high density residential areas to the east and west.

Future

No further retail expansion is recommended because these centers are located on a secondary street and expansion would result in a further intrusion into a residential area. These centers will continue to serve a limited residential area.

13. West University Avenue at 15th Street (Caroline Plaza)

Existing

This center serves a local convenience function to the University - oriented population. Off-street parking is provided but much of the business is of the walk in type. The center contains a non-prescription drug store, a laundramat, a barber shop and other services.

Future

This development should continue as a local convenience center with particular emphasis upon pedestrian traffic from the University. Thought should be given to

providing sufficient off-street parking as needed. Existing parking is inadequate both as to number of spaces and more particularly as to design or layout. Turning movements from University Avenue may have to be restricted in the future as they now sometimes present a serious traffic problem.

14 & 15. SW 13th Street Near 16th Avenue

Existing

These are local convenience centers with a limited number of tenants in an area surrounded by predominantly non-local commercial uses. These centers serve mainly the high density student - oriented apartments nearby.

Future

These centers should remain local convenience in nature because of the already congested condition of the area near this intersection and to continue to serve this particular need of the nearby apartment residents.

16. SW 13th Street Near Williston Road

Existing

This development is a limited local convenience center with some reliance upon highway -oriented trade.

Future

Although there presently isn't enough residential development to support a shopping center, it is recommended that when sufficient residential development occurs in surrounding areas, there will be a need for either a neighborhood or community center with access to this intersection.

17. NW 6th Street Near 40th Avenue

Existing

This development is presently a local convenience center with a convenience grocery store as its major tenant, but includes some non-local uses.

Future

There is room for possible expansion if needed to serve the local needs of the area. The general appearance of the center should be improved through proper landscaping and clean-up of scattered debris and future uses should be limited to local convenience uses.

18. SW 4th Avenue Near 3rd Street

Existing

This is a local convenience center, serving a business, medical, and high density single family residential area.

Future

It is recommended that this center remain local convenience in character. Expansion should be limited to personal service outlets or other low intensity commercial because the area is basically office and residential in character. It is not located on a major thoroughfare.

19. 23rd Boulevard at North Main Street

Existing

This is a local convenience center with regional auto - oriented sales nearby.

Future

This center should remain a local convenience center. The addition of more retail sales near this intersection would jeopardize its traffic carrying capacity as well as lead to the spread of commercial down a basically residential thoroughfare. Future improvements made to the center should include limiting access and improving landscaping around the parking area. (See strip map 12)

20. 16th Avenue East of North Main Street

Existing

This is a local convenience center formed by two small clusters of stores. There are several non-local commercial outlets in the area with some in the center itself.

Future

It is recommended that this center continue to function as a local convenience center because any intensification by changeovers to more non-local serving uses would only add to the congestion in the area, as well as change the function of the center.

21. 16th Avenue at South Main Street

Existing

This is a local convenience center with a pizza restaurant adjacent to it. The businesses cater primarily to University students living in the surrounding apartments. Another convenience grocery and take out restaurant has opened across the street.

Future

Future expansion at this location should be encouraged to develop as a unified shopping center with one common area of off-street parking. It is anticipated that other convenience and personal service outlets will locate here, but the general character of this center should remain local convenience in nature, because a concentration of more intense commercial uses will undoubtably create serious congestion on 16th Avenue and would adversely effect the apartment development in the area.

22. NE 8th Avenue at 15th Terrace

Existing

This is a newly constructed limited, local convenience center with a laundry and some personal services. Off-street parking is provided in contrast to nearby commercial outlets.

Future

It is recommended that this center remain local convenience in nature because of abutting residential uses and its location with respect to the existing thoroughfares. If the demand arises, this center could expand to provide more convenience goods and personal services.

23. East University Avenue at 14th Street

Existing

This is a local convenience center oriented predominantly to auto - oriented customers. There are several other uses catering to a larger market area both in the center and on adjacent frontages. There is a striking lack of landscaping at this center.

Future

This center should remain local convenience in nature because of its location with respect to a complicated intersection causing hazardious ingress and egress movements.

24. East University Avenue at 24th Street

Existing

This local convenience center has recently opened. It contains a small grocery and laundramat.

Future

It is recommended that this center remain a local convenience center because of its lack of access from four directions and because of possible detrimential effects upon surrounding residential developments. The future land use plan proposes a neighborhood center on East University to serve this need for the developing residential of the area.

25. East University Avenue at 39th Street

Existing

This is a local convenience center with some unoccupied floor space.

Future

It is recommended that this center remain local convenience in nature. Utilization of the vacant floor space should be encouraged before additional structures are added. Further residential development to create a better market will be necessary before additional commercial can be justified.

26. Hawthorne Road at SE 23rd Street

Existing

This is a local convenience center with a limited number of outlets.

Future

This center should remain local convenience in nature because of the lack of available adjacent land, the limited market, and the lack of proper vehicular access required for a larger center.

Neighborhood Centers

27. West University Avenue at 34th Street (West Side)

Existing

This is a neighborhood center with a supermarket and drug store as its major tenants. It also contains a womens clothing store, take-out food store, travel agency, and a florist. Some comparison shopping is done between this center and Westgate Center, creating some cross traffic and congestion. Together, these two centers contain all the stores generally found in a community center. There is a new office park nearby which is developing in accordance with the adopted plan for this area, and there i apartment complex across the street.

Future

Because there is additional vacant land in this site and because of its location on major thoroughfares, there will probably be pressures placed on the center to develop in non-local uses. Since there is another planned non-local center nearby and because of the heavy traffic congestion apparent in the area, it is recommended that the remaining vacant land be developed by local commercial uses which will cater to the adjacent apartment developments.

28. North Main Street at 10th Avenue (SE Corner)

Existing

This is a neighborhood center with several "hybrid" retail outlets, such as a restaurant, and an office and other shops. The outward appearance of this center is marginal. Landscaping could be used to substantially improve the appearance.

Future

The demand for future expansion on this site should be limited to local convenience outlets to serve the new low rent housing for the elderly and other nearby high density residential areas. The non-local commercial needs for the area are adequately served by the nearby community center and the Central Business District.

29. NE 16th Avenue at 12th Street(Northgate)

Existing

This is a neighborhood center with adequate off-street parking and adjacent land for future expansion. This center serves primarily northeast Gainesville. It is well located with respect to service area, although not so well with respect to the street network.

Future

It is important that any future commercial development be part of the center versus unplanned commercial sprawl which would destroy the residential character of the surrounding area. It is recommended that this center remain a neighborhood center because of its location with respect to the street network and its setting in a well-established homogeneous residential area. Existing and future development should be well buffered by trees, shrubs, etc. to preserve the sense of unity and function of this development.

Community Centers

30. West University Avenue at 34th Street (Westgate Center)

Existing

This is currently a small community center with a supermarket, restaurant, variety store, and other tenants. The site is fully developed.

Future

This center should remain a community center with any nearby expansion limited to offices or other low intensity use in an effort to preserve the traffic carrying capacity of this intersection.

31. NW 13th Street at 23rd Boulevard (Field's Plaza)

Existing

This center functions as a community center with a limited number of stores. It contains two "hybrid" discount retail outlets, plus a theatre. Much of this center's business is generated by the proximity of the Gainesville Mall across the street and vice versa.

Future

It is expected that no additional commercial expansion in this center will be needed, but there is vacant land available south of the theatre. Attention should be focused toward improving the landscaping in and around the parking areas and buffering any future development west of the center.

32. West University Avenue at 6th Street (Central Plaza)

Existing

This is a community center with a limited number of stores. The major tenants are a supermarket and a variety store. This center serves much of the older, more

intensely developed core area of Gainesville.

Future

The existing site is fully developed, and the possibility of future expansion is doubtful. It is likely that the existing railroad tracks will eventually be removed and widening of 6th Street will ensue. This eventuality would enhance this center's accessibility and would lessen several traffic hazards.

33. North Main Street at 10th Avenue (Gainesville Shopping Center)

Existing

This is a large community shopping center with a supermarket and junior department store as major tenants, however, some of the stores are presently vacant. There is also a rather complete line of comparison shopping stores. There is distinct absence of landscaping in and around this center.

Future

This center is completely developed. Parking areas should be adequately landscaped and natural physical obstacles should be introduced to define lanes of movement within the vast open parking area.

Major Centers

34. NW 13th Street at 23rd Boulevard (Gainesville Mall)

Existing

This is a major shopping center which serves all of Alachua County and portions of surrounding counties. Intensive commercial development exists on two of the other three corners abutting the adjacent intersection.

Future

This site is completely developed at present, however, higher intensity development may be possible. Particular attention should be given to improving the landscaping in and around the parking areas. In addition, another center is planned across the street which will place an added burden of traffic and cross traffic between the centers in this area. No further commercial expansion to the west should be allowed and buffering should be provided as needed.

The Proposed Commercial Land Use Plan - A Summary of Recommendations

The proposed Commercial Land Use Plan as presented is both specific and general in nature. It is specific in outlining "strip commercial" areas and probable future shopping center sites in the older more developed areas of Gainesville, Much of the commercial zoning and market potential necessary for future implementation of this portion of the plan presently exists in these areas. However, in outlying areas which are presently sparsely developed and are expected to remain basically the same at least until 1980, the symbols indicate only general locations for shopping centers needed to adequately serve the population when these areas are developed.

Strip Commercial Areas

The presence of Strip Commercial development in cities is a result of the urbanization process and often reflects the need in prior years for pedestrian oienred commercial areas near residential sections. Since the rapid rise in automobile usage and the resultant urban sprawl these strip developments have tended to follow the major arteries and serve as locations for auto oriented activities. Strip locations will continue to appeal to uses catering to impulse shopping from passerby traffic, to uses that cannot afford center locations and to those desiring to locate near the homes of customers.

In emphasis, although present strip commercial developments have several functional, design, and aesthetic drawbacks, the incorporation of the following policies should lessen the negative impact strip commercial development often has upon the community.

1. Encourage the grouping of similar and compatible uses in specific areas to enhance comparison shopping and convenience. The grouping of automobile sales and service along North Main Street is an example.

2. Encouragement of a service drive for access to "strip" businesses to lessen direct access points onto major thoroughfares via curb cuts.

3. Encourage the utilization of vacant parcels of land in existing commercial areas in deference to the needless opening up of new areas to strip commercial.

4. Encouragement of more restrictive sign controls not only in strip areas but also in shopping centers.

Seventeen major strip areas have previously been reviewed and existing and proposed land uses for each area were depicted. The proposed land use plan for each area is a result of "rounding off" these areas with commercial development and buffering stepping down and cutting back. The total additional commercial acreage as proposed in these areas is about 163 acres. Examination of Table 6 on page 15 indicates that there should be a demand for an additional 83 acres in strip commercial areas by 1980. The figure of 83 acres was based on the assumption that all additional automotive and miscellaneous (lumber building material, farm equipment, commercial recreation, and hotels and motels) commercial businesses would locate in strip areas. In addition, it

was felt that approximately 70 percent of eating and drinking establishments and 50 percent of furniture and appliance stores would continue to locate in these areas.* Because of the lack of standards for dollar sales per square foot for commercial reaction businesses and hotels and motels, and because of the uncertainties involved in projecting the effects of tourism locally, no projections of land use needs for these businesses were made or indicated in Table 6 on page 15 . It is therefore believed that the projection of additional strip commercial land needs by 1980 is slightly conservative.

In addition to the major strip commercial areas examined previously, there are approximately 250 acres of commercial land use provided at the three existing interchanges with I-75 and the proposed interchange at Archer Road. The three interchanges presently have approximately 525 acres of commercial zoning abutting them and strung out along the major thoroughfares away from the interchanges. It is recommended that the approximate 1000 feet of depth of zoning along the thoroughfares be cut back to about 600 feet. It is also recommended that the amount of commercial frontage along the thoroughfares be cut back to alleviate much of the potential for strip commercial developments which create severe circulation problems.

Thus, the Plan provides for roughly twice as much land (163 acres) for commercial areas than is needed by 1980 (83 acres). In addition approximately 250 acres of commercial land use has been provided at the I-75 interchanges. An overall sound development policy would dictate that no additional new areas be "opened up" to strip commercial development until the older areas are fully utilized.

Shopping Centers

As described previously, a properly designed shopping center can be an attractive and convenient facility to serve a neighborhood. Several of the policies for the future development of strip commercial areas as stated above are characteristic of shopping center developments. That is, there is a grouping of similar uses providing convenient comparison shopping and limited ingress and egress points onto major thoroughfares.

As is the case with many of the strip commercial areas, several of the potential sites for shopping centers by 1980 have already been appropriately zoned. Shaded symbols have thus been shown on these proposed specific areas. Those sites for new shopping centers are based primarily upon past and present growth trends in apartments, single family residences, and mobile homes which stimulate new commercial growth. Proposed general locations for shopping centers after 1980 are depicted by unshaded symbols.

Shopping Centers Needed by 1980

No previous mention has been made of a phenomenan now occurring across the nation. This is the rapid spread of the various "local convenience" grocery stores

* Planning Division estimate

which are generally open from 7 a.m. to 11 p.m., seven days a week. There are presently about forty-five of these convenience grocery stores in the Gainesville Urban Area. Review of national statistics and an interview with the regional office of a convenience grocery store chain has led to the belief that these stores now account for approximately 17 percent of food sales in the Urban Area or about 5.6 million dollars annually in 1967 (see Table 4 on page 12). It is believed that the importance of these convenience stores will continue during the planning period. It is likely that approximately 30 additional convenience stores will be supported by their share of the expected annual increase in dollars available for food by 1980. Existing stores have located either by themselves or in many instances have satellite tenants such as a laundromat or liquor store included to form a Local Convenience Center. No effort has been made to locate such centers in the Preliminary Commercial Land Use Plan.

The projected number of additional Neighborhood Centers needed by 1980 is based upon the expected annual increase in dollar sales for food in the Urban Area (see Table 6 on page 15). It must be emphasized that these are only rough projections. Ultimate development should be based upon demand as verified through a market analysis. By subtracting the dollar sales increase allocated to convenience grocery stores by 1980, supermarkets are expected to capture an additional $22,110,000 annually by 1980. This would mean that an additional eleven (11) supermarkets could be supported by the expected annual increase in food dollars available between now and 1980 as calculated below.

Additional food dollars available $22,110,000

Average annual dollar sales per square foot of GLA . . . . . $ 96[12]

Additional square feet of GLA: $\dfrac{\$22,110,000}{\$96 / \text{sq.ft.}}$ = ... 231,500 sq.ft.

Average GLA of supermarkets: . . . . $\dfrac{21,600 \text{ sq.ft.}}{\text{Store}}$[12]

Projected number of new supermarkets: $\dfrac{231,500 \text{ sq.ft.}}{21,600 \text{ sq.ft/store}}$ = . . 10.72 stores

At present there are twelve supermarkets in the Urban Area representing five major supermarket chains. Nine (9) of these supermarkets are located in planned shopping centers. It is assumed that all additional supermarkets will locate in either planned neighborhood or community centers because the success of supermarkets is enhanced by the close proximity of other stores. The success of supermarkets in large regional or major centers, however, has waned because most people tend to do the majority of their grocery shopping at either neighborhood or community centers while depending upon more distant major centers for comparison shopping for durable goods.

The Plan indicates, using shaded symbols, proposed locations for seven (7) additional neighborhood centers, three (3) additional community centers, and one (1) additional major center possibly needed by the end of the planning period to 1980. It must be emphasized that these general locations are only preliminary in that they are based upon an anticipated growth pattern during the next decade. It is also appropriate to point out that any actual developments should follow the locational and design criteria and meet market analysis requirements as previously stated.

Neighborhood Centers

Planned neighborhood centers should provide the basic weekly convenience needs of the surrounding residential areas (groceries, drugs, barber shop, etc.). As such, the following locations have been designated as potential sites for new neighborhood centers by 1980.

1. S.W. Archer Road West of I-75

   It is recommended that a neighborhood center be located in this predominatly mobile home area when the need exists and that adequate consideration be given to major transportation links from all four directions rather than just along the Archer Road. Under no circumstances should non-center businesses be introduced into this mobile home area inflicting the aforementioned strip commercial "deseases" upon this area.

2. S.W. Archer Road at S.W. 34th Street

   When sufficient single family and residential growth occurs around this intersection (as determined by a market analysis) it is recommended that a neighborhood shopping center be designed and developed in such a way as to not overly congest this intersection. Similarly, any strip commercial development near this intersection should be prohibited.

3. N.W. 43rd Street at 16 Boulevard

   When sufficient community growth occurs around this intersection it is recommended that a planned neighborhood center be developed (see discussion in section on Planned Shopping Centers).

4. N.W. 34th Street Extended

   It is recommended that when sufficient residential growth occurs in this area, the present commercial development should be expanded to include a supermarket and other tenants normally found in a neighborhood center (see discussion in section on Planned Shopping Centers).

5. N.W. 39th Avenue at N.E. 15th Street

The likely residential development of the areas surrounding this intersection should increase the demand for commercial uses near this intersection. It is recommended that when such a demand occurs it be fulfilled by a neighborhood level shopping center.

6. S.E . 15th Street at S. E. 8th Avenue

Residential development presently surrounds this intersection. It is recommended that a neighborhood level shopping center be developed on the land currently zoned for a shopping center to serve these residential areas.

7. S. E. Hawthorne Road at S. E. 43rd Street

It is recommended that when sufficient residential growth occurs in this area to support a neighborhood center that it be developed as such. A new junior - senior high school in this area may stimulate enough additional residential growth to support a shopping center during the planning period.

Community Centers

Planned community centers should provide for both the basic weekly convenience needs of the population and some of the comparison needs. These centers should meet all the design and locational requirements discussed previously. The following locations have been designated as potential sites for new neighborhood centers by 1980.

1. W. University Avenue at State Road 329 (W 43rd Street)

This community center is presently in the planning stages and is to be developed in several phases. Its location so near the Westgate Shopping Center complex may create several problems of traffic congestion unless adequate signalization and ingress and egress movements are provided. Under no circumstances should strip commercial activities be allowed to develop along the West University Avenue frontages in this area.

2. N.W. 13th Street Opposite the Gainesville Mall

This community center is also currently in the planning stages. Additional signalization on N. W. 13th Street will likely be required to handle anticipated cross traffic between this center and the Gainesville Mall. This center, together with the Mall and Fields Plaza, places a tremendous potential for auto congestion and a demand for street improvements in and around the area.

3. S.W. 13th Street at S.W. Williston Road

It is recommended that by 1980 a community center be constructed near this intersection, but only after a thorough market analysis. Because of the tremendous recent development of apartment complexes and single family dwellings in this southern area of Gainesville, it is believed the greatest potential for shopping center development presently lies near this general location. If, however, commercial development occurs in the Biven's Arm area along S.W. 13th Street and/or the major apartment and single family development trend in the Southwest Area moves farther west from the S.W. 13th Street area, two other sites seem logical alternatives. These two sites are:

(1) Near the intersection of S.W. Williston Road and I-75; and

(2) on the Archer Road west of I-75.

However, only two (2) of these three (3) possible sites will ultimately be needed sometime after 1980.

Major Centers

Major centers should provide a wide range of comparison goods in order to serve a large regional trade area. In the Gainesville Urban Area such a center would serve all of Alachua County and portions of surrounding counties. The Gainesville Mall is the only existing planned Major Center. The Downtown Gainesville area, although not a planned shopping center per se, functions as a major commercial attraction. Therefore, projections for additional Major Centers are based upon the assumption that Downtown will continue to function as a major commercial attraction. Only one(1) additional planned major center is recommended by 1980. Because of the existing commercial developments and the current planned development of two (2) additional community centers, it is believed that another major center may possibly be needed by 1980 or near the end of the planning period. The recommended location is near the intersection of the recently improved Newberry Road and I-75. This location, with respect to the transportation system, will provide excellent access to the center from all population areas in the region. This location is also distant enough from the major existing areas of comparison shopping such that it will not detract significantly from their trade areas. A summary of the approximate allocation of acreage for new shopping centers by 1980 is provided below.

Additional Shopping Center by 1980

Type of Center	Number of new centers	Acres
Local Convenience	na	30
Neighborhood	7	28
Community	3	30
Major	1	35
Total	11	123

As this table indicates 123 acres has been provided in the plan for shopping centers by 1980. This is the amount estimated to be needed in the market analysis presented earlier. A grand total of approximately 635 acres of commercial are recommended in the land use plan for 1980. Again, this amount far exceeds what is expected to be used, but is a result of adjusting to what is now zoned, "rounding off" strip areas, and providing for tourist facilities at the freeway interchanges. It also includes approximately 90 acres added in the North Main Street area after the discussion of strip areas in this report was completed, plus a few additional miscellaneous parcels not mentioned previously.

Additional Shopping Centers After 1980

All other symbols on the preliminary Commercial Land Use Plan refer to possible shopping centers after 1980. The locations shown are not meant to be rigid or specific, but only general indications of the need in a given area if full development is accomplished, with no major divergences from present growth trends.

Two factors must be kept in mind in evaluating the plan in terms of these Centers. First, the plan assumes that development of commercial in the long range future will be on a more planned, orderly basis than today, which means primarily the growth of shopping centers as opposed to scattered parcel development. The difference can be significant. For example, only three existing centers were classified as neighborhood while seven were recommended for 1980. This does not mean there is deficit in the types of activities found in such centers now, only that the activities are now located elsewhere. Secondly, the number of centers were derived on the basis of the total holding capacity for the Urban area as a whole and then distributed on the basis of assumed development patterns and densities. Different directions of growth, shifts in urban densities or composition of the population would of course affect the pattern of centers as shown. In addition, the number of centers are based on a numerical ratio of persons per center, and not on a more precise economic standard. They can only be considered as a rough indication as a result.

Local Convenience Centers

As was described earlier, the local convenience grocery store chains and satellite uses have made significant inroads in Gainesville and many other communities. It is felt that these convenience commercial outlets will continue to cater to the needs and demands of a mobile society. Therefore, the projected land needs for these types of commercial uses after 1980 have been based upon the same growth rate as

projected for these uses before 1980. The projected increase in land use for these commercial establishments between 1970 and 1980 is 30 acres. This is the period in which the Urban Area population is projected to increase by approximately 40,000 persons. Between 1980 and whatever year full development occurs in the Area, approximately 205,000 additional persons will be housed in the Urban Area or about five (5) times as many more additional persons as projected to be added to the Urban Area population during the 1970-80 decade. Assuming a continued demand for these stores approximately 150 additional acres (5 x 30 acres) will be required for these Local Convenience outlets after 1980. Again, no attempt has been made to locate these centers on the Land Use Plan.

Neighborhood Centers

Within the standards for neighborhood shopping centers set forth earlier, it is expected that a neighborhood center, such as the existing Northgate shopping center, will be supported by approximately 6,000 residents (See Table 13). The additional population projected for the Urban Area after 1980 is approximately 205,000 persons. Therefore, thirty-three (33) additional neighborhood centers could be built in conjunction with the population needs after 1980, utilizing approximately 130 acres. The approximate number of these centers are shown by planning district based upon their individual population holding capacities.

Community Centers

As indicated in Table 13, "Shopping Center Standards", the Community Center requires a minimum of 5,000 families to support it. It is projected that approximately nine (9) additional Community Centers will be required after 1980, utilizing about 90 acres. This would generally provide an average of 25,000 persons per Community Center, which is significantly above the minimum standard stated above but more in keeping with national average for larger cities. These centers have been shown in approximate locations to serve the anticipated commercial needs when the surrounding areas are developed residentially.

Regional Centers

In the long range commercial development plan for the Gainesville Urban Area, the Downtown Area and the Gainesville Mall area must be considered as regional commercial complexes. As was indicated in the previous section of commercial projections to 1980, it is anticipated that a third regional center would best be located in the vicinity of intersection of Newberry Road (SR #26) and highway I-75. This center is expected to be feasible during or slightly after 1980 if urban growth continues in this northwestly area. With a minimum support of 100,000 persons per regional center, it is expected that three (3) large regional complexes will be all that it needed to serve the residents of the Gainesville Urban Area. Thirty- five (35) acres were allotted for this third regional center in the projection for shopping center land needs before 1980.

Additional Shopping Centers
After 1980

Type of Center	Number of new centers	Acres
Local Convenience	n/a	150
Neighborhood	33	130
Community	9	90
Major	0	0
Total	42	370

Conclusions

Roughly 1,000 acres of commercial land, in addition to that already developed, is recommended in the plan. The amount is imprecise because the size of shopping centers varies and the plan is generalized to a large extent. This amount will far exceed what will likely ever be developed. In fact the trend in commercial development has been to concentrate and economize on land usage through shopping centers, especially in areas developed in the last decade. It is likely that this trend will predominate in the Gainesville Urban Area where the largest portion of urbanized development is yet to come.

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